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Second Annual Seminar  
on  
Probation and Parole

A Report

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GOVERNMENTAL RESEARCH CENTER  
The University of Kansas  
Lawrence, Kansas

Second Annual Seminar

on

Probation and Parole

A REPORT

Governmental Research Center

The University of Kansas

Lawrence, Kansas

William H. Cape

Acting Director

NCJRS

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ACQUISITIONS

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December, 1968

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## INTRODUCTION

The Second Annual Seminar on Probation and Parole, which was held March 28-29, 1968, at The University of Kansas, was designed to be of interest to all officials concerned with the broad area of probation and parole. The two-day program was developed from the suggestions of a Program Planning Committee composed of staff members of the sponsoring agencies and officials representing local probation agencies. The 78 participants, in addition to state and local parole and probation officers, included social workers, police officers, juvenile officers, and others.

The Seminar included both lecture and discussion sessions. The topics related to the challenges facing those with parole and probation responsibilities and to techniques and approaches for increasing the effectiveness of these officials in meeting their daily responsibilities. One session was devoted to the use of role playing and a series of small group discussions dealt with "back-home" problems. A session relating to complaints about probation and parole and their significance for the officers concerned was included in the Seminar program. The types of complaint discussed by the speaker were those submitted in questionnaires returned prior to the Seminar by probation and parole officers. Ample opportunity was provided for informal discussions among the participants attending the Seminar.

The overall program provided the participants an opportunity to gain additional insights and new ideas and to share problem areas in the handling of probationers and parolees. Since the goal is the rehabilitation of the offenders, much of the Seminar dealt with understanding human behavior and approaches to treatment methods and techniques. The lectures and small group sessions helped to stimulate discussion and otherwise made possible a profitable training session.

The Center acknowledges the wholehearted support given by the speakers, discussion leaders, and participants. The University Extension handled the housekeeping details associated with the Seminar. The typist for this report was Helen Hickey of the Center secretarial staff.

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December 1, 1968

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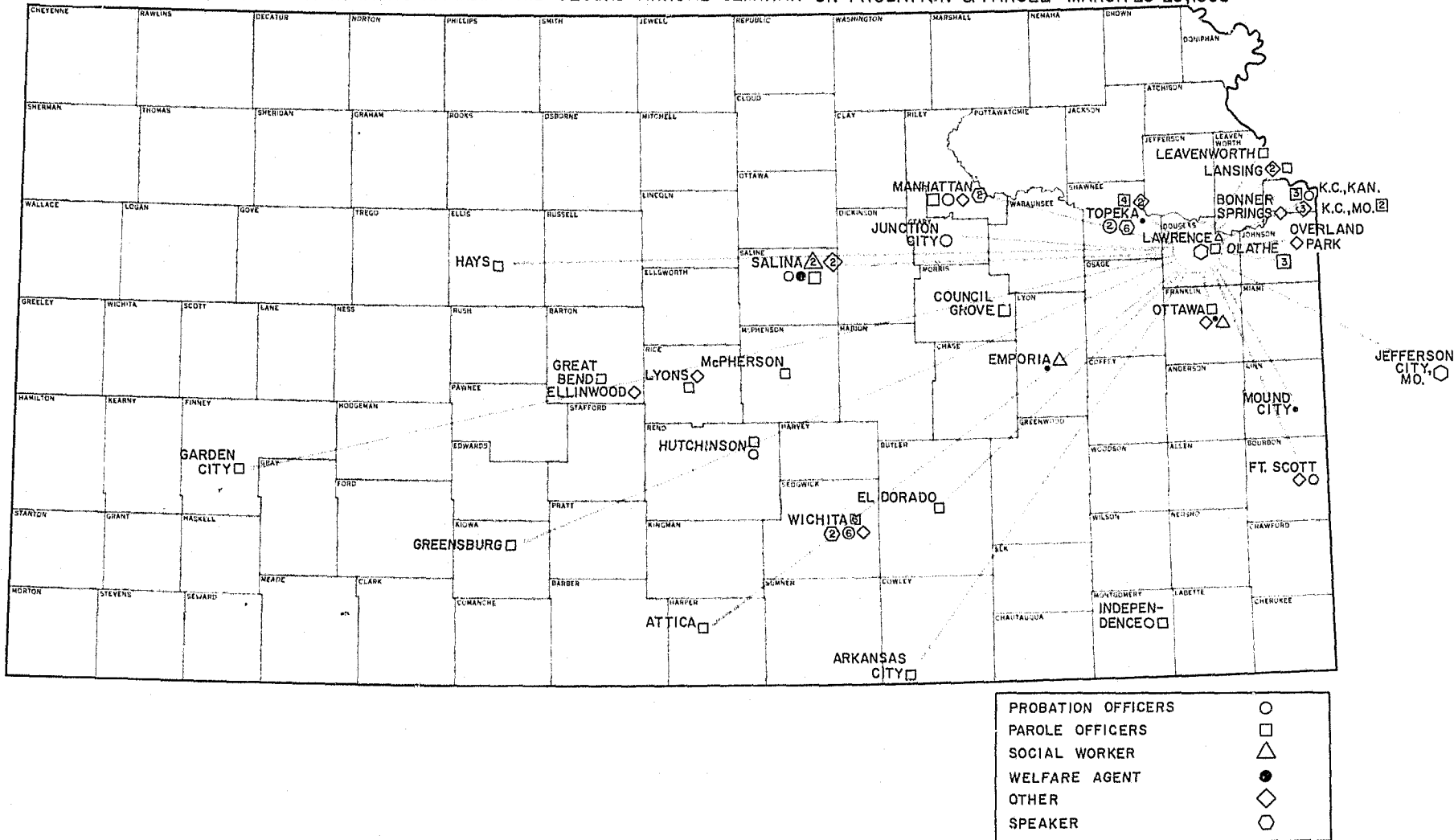
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GEOGRAPHICAL DISTRIBUTION OF PARTICIPANTS ATTENDING THE SECOND ANNUAL SEMINAR ON PROBATION & PAROLE - MARCH 28-29, 1968



## RECENT EFFORTS IN PRISON REHABILITATION

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The theories and practices relating to the incarceration of criminals have undergone considerable change in recent years. Instead of adhering to the earlier ideas of imprisonment strictly for punishment and the protection of society from the criminal element, new pilot programs are being implemented in the attempt to rehabilitate the offenders and to equip them for a successful life upon release from prison. The need for a therapeutic-oriented environment is apparently more important for many prisoners than the high walls guarded by correctional officers.

The need for improved and expanded state prison facilities is recognized by study committees, prison officials, legislators, governors, and others. While the results of over-crowding of prisoners, the damaging effects of enforced idleness, the desirability of segregating first-offenders from hardened criminals, and other harmful aspects of prison life are recognized, the prison officials are often required to handle the prison population with archaic facilities, inadequate staff, lack of proper treatment procedures, scarcity of employment opportunities, and are otherwise handicapped in a multitude of ways. Yet much is being accomplished in attempting to rehabilitate the inmates.

Undoubtedly penologists and others will continue to recommend new prison-related programs for the inmates and seek to implement and assess them. The continuing search is for programs, procedures, and practices which will keep prison inmates from returning to prison when they are released. One reality is that what appears to be of rehabilitative value to some prisoners is not always helpful to other offenders once they obtain their freedom from the prison walls.

### Need for Basic Reforms

The basic reforms required in the total arena of law enforcement permeate the police, court, and prison operations. The recent rehabilitation efforts of penologists and correctional officers reach to such areas as the classrooms, courtrooms, and legislation halls. The family and the community resources become involved prior to and after the time of the breaking of the law. While the personal actions and personal attitudes resulting in anti-social behavior are extremely involved and complex, a coordinated inter-disciplinary effort among various disciplines must be pushed in the effort to implement the recommendations stemming from crime

studies and the suggestions of specialized personnel dealing with prisoners. Within the penal institutions, the officers and employees must be willing to implement progressive changes and new experiments or they will have little chance of success among the prison population.

While there are potential pitfalls in experimenting with new prisoner-related programs, it should be kept in mind that most prisoners will be paroled or be released after serving their full sentences, within varying periods of time. With prison leadership and inmate organization within the prison itself, the offenders may attempt to force unrealistic changes in prison administration. Some hardened offenders may "play along" with the new programs simply to gain a good record for parole purposes or otherwise attempt to camouflage their current anti-social actions within the prison itself. Those inmates who readily volunteer for those new programs which entail considerable effort on their part will likely be the ones who would be rehabilitated anyway. In many instances the prison officials are diligently searching for ways to rehabilitate the inmates and otherwise setting the example of what is acceptable to society.

Despite the increased interest in the prison population, there continues to be a lack of adequate research in the area of prisoner behavior and of rehabilitation and a lack of proper rehabilitation efforts for large numbers of offenders. The need is not only for a "new look" at the nation's prisons but also the implementation of a broad range of rehabilitative activities for prisoners within and without the penal institutions. In the final analysis, the maximum efforts will likely require the utilization of extensive inter-disciplinary diagnostic and treatment methods in association with other prison programs. Prison counseling and the educational and trade schools within the prisons are now being supplemented by new correctional programs in the attempt to rehabilitate those offenders confined temporarily behind prison walls.

The implementation of basic reforms in the penal system demands patience and determination on the part of both penal officials and the public. The overhauling of prison operations carries no guarantee that a larger percentage of the inmates will be successful when released from confinement. Moreover, it is difficult to obtain political support for penal programs that do not offer immediate visible and dramatic results. The real challenge is to gain support for and to institute basic reforms in a massive effort to solve complex prison-related problems which are as old as man himself. While prison officials have won the battle to punish and to protect society against those assigned to their care, they are still losing the battle against recidivism and easing the offenders into a proper place in society itself. Somehow rehabilitation efforts must be tailor-made to large numbers of convicted lawbreakers, both inside and outside the prison compounds.

One prison psychiatrist in Kansas recently stated that the state's prison population could be reduced up to 50 percent in three to six months.

While other psychiatrists are not as optimistic, the prison official estimated that 15 percent of the prisoners should be transferred to mental hospitals and 35 percent should be paroled. The screening process would presumably keep the dangerous criminals in prison, and some of those paroled during the experiment would be expected to commit new offenses and be returned to prison.

The prison situation is such in many instances that an offender is more of a social problem when released than when he was incarcerated. The traditional viewpoint has been that society's values can be taught by punishment through confinement behind prison walls. While some correctional officers' attitudes may still primarily be security and punishment oriented, in reality the prisoner's problem may be a temporary self-control breakdown which demands intensive treatment and assistance instead of mere confinement. Increasingly the correctional facilities are being designed and equipped to conform to the treatment needs of the offenders.

It is popular to study the need for prison reform at the state level, but seldom are there statewide investigations of local prison facilities. A federal jail inspector recently commented that, with some exceptions, the city and county jails are archaic cages which do much damage to the offenders. He is reported to have said, "... we are attacking the (crime) problem at the branches instead of the roots." He continued, "... the county jails are forgotten islands of exile and are one of our worst seedbeds of crime." This indictment means that the local and state officials should investigate the charges and conditions and improve the situation.

While more than one-half of the jail inmates are typically drunks and vagrants who make "revolving doors" out of jail doors because of repeated offenses, a majority of those criminals sentenced to the state's penal institutions also have spent some time in local law enforcement facilities. These local facilities serve primarily as places of short-term incarceration and punishment. It is seldom that conscious rehabilitation efforts are implemented for those serving one month or even one year in the local prison facilities.

#### Pilot Systems Related to Rehabilitation

In some states interdisciplinary teams of experts are being used to study the behavioral characteristics of the state prisoners. Since 1961, the Kansas Reception and Diagnostic Center has been providing psychiatric evaluations and recommendations for treatment for specified prisoners for judges and penal officials. The evaluations are designed to identify the behavioral weaknesses of those individuals convicted by the courts. The findings assist the judges in determining treatment methods and extent and type of sentences. Likewise, the penal officials often are able to implement some of the recommendations relating to individual inmates within the prison setting.

Increasingly the state officials are supporting vocational rehabilitation programs within the prison for larger numbers of prisoners. One Kansas program involves the state vocational rehabilitation agency, in cooperation with a private business, which provides experience in prison workshops and classrooms to complete specified vocational courses. This special program in the Kansas penitentiary includes two 20-week courses in small engine repair and small appliance repair. The participants in these prison vocational programs are selected on the basis of test results, conduct records, and length of time remaining on their prison sentences. In cooperation with the sponsoring business, the diploma qualifies the recipient to work for the business upon his release. In this connection, the prison's vocational rehabilitation unit provides counseling and job placement services for all prisoners about to be released.

One long-time prison official says, "Education is the key to rehabilitation, but trade training in a penal institution is the most expensive way to handle it." In the effort to train individuals for employment in the urban area, the official emphasized the need for profitable vocational training in the local communities. He states, "Vocational training schools . . . could do a lot to train these transplanted (farm) boys so they could get a job when they leave the farm."

Prison industries, including manufacturing, processing, and servicing units, are another means of curtailing idleness, training inmates in trade skills, and supplying prison-made commodities for the prison and other government agencies. Although it is often difficult to obtain legislative authorization and adequate funds to purchase or replace plant equipment, the sale of prison items oftentimes results in a profit and thereby reduces the amount of legislative appropriations required to pay the expenses of the prison institution. The items produced in prison factories include furniture, electrical equipment, shoes, soap, and license plates. Such activities assist in utilizing the labor force readily available inside the prisons. Moreover, since large numbers of prisoners have less than an eighth grade education, such skills can assist them in the labor market when they are released. Many of the inmates who are farm youths are forced into the cities because of the declining rural population.

New courses are being injected into the prison educational systems. For example, a U.S. penitentiary in Kansas now offers data processing courses. The automation program, which was instituted about four years ago, offers a class for training instructors in computer operations and programming. The goal is to train up to 30 operators and 15 programmers each year. With the inmate training extending up to two years, the courses are designed so that released offenders can compete successfully for positions in computer operations outside the prison.

Various other methods involving rehabilitation have been implemented in the states. Recently a California correctional institution implemented a

family visitation program for selected minimum-security prisoners shortly before they are eligible for parole. In the effort to smooth the prisoner's transition back to his family and community, he is allowed to spend two days and nights with his family in specified apartments outside the prison walls. Unmarried inmates are eligible to participate in the apartment program for two-day visitations with their parents. By allowing prisoners with less than three months before eligibility for parole to participate in the family visitation program, the intent is to allow the prisoner an opportunity to renew close family ties. Since prisoners are selected on the basis of prison disciplinary records, the program is an added incentive for good behavior in the prison. While inmates in Mississippi prisons have been allowed to have brief private daytime visits with their wives, the California program is apparently the first prison to allow family overnight visitation rights outside the prison itself.

One real need in most prisons is a substitute for idleness. Many offenders will participate in supporting worthy projects if the opportunity is provided. One apparently successful avenue in the rehabilitation process for some inmates, is through joining a community-type organization within the prison which supports worthy projects both inside and outside the prison.

One experiment within the past four years has been the chartering of Jaycee chapters within more than 40 different penal institutions throughout the nation. Under the overall sponsorship of local Jaycee chapters outside the prison, the prison chapters have engaged in many different projects. Within the period of one year the chapter of one midwestern state adopted a Korean orphan child, sponsored a soapbox racer, supported sports activities, supplied speakers for local high schools, and organized a picnic for the entire prison population. In 1967, its 71 members had completed numerous projects ranging from constructing redwood benches for the prison yard to making an animated Christmas display for a local orphanage.

A select group of college caliber offenders in one state is commuting from the prison to enroll in academic and technical training courses on college campuses in the area. While some federal institutions have similar programs aimed at educating prisoners, Michigan is probably the first state with an outside university level program for a limited number of prisoners. The prison students spend the night in the prison.

The inmates in Michigan selected for college training are subjected to intensive screening. They must have the ability and interest for college-level training or advanced technical training. They must be eligible for parole or release from prison within 18 months. Those formerly involved in organized crime and narcotics traffic are excluded from consideration. The inmates selected must not be mentally disturbed, likely to be escape or assaultive risks, or thought likely to commit compulsive sex offenses. They are forbidden to date and to attend sports events except those behind prison walls. While the program is not intended to involve a large number



of inmates, it can involve those individuals who have the ability and interest to improve themselves scholastically and in technical training at the university level.

At graduation time in the prison situation, those adults receiving diplomas and recognition may range from those learning to read and write, to those completing high school work, to those receiving certificates in vocational work and college-level training. In lieu of relying largely on classes taught by inmates who volunteer for such duties, outside instructors with the usual academic qualifications are being used increasingly to teach the inmates. Because more inmates are requesting college-level courses, instruction similar to that offered in junior colleges and the four-year colleges are being offered inside the prison walls by the staffs of the participating academic institutions. The general consensus is that since better education leads to better jobs, additional educational opportunities may be one vital key to prevent some criminal offenders from becoming repeaters. In the long run, educational opportunities are less expensive than frequent and long term prison sentences.

Another penal program for those soon to be released is the pre-release class. This class at the Kansas Penitentiary, which is modeled after Alcoholics Anonymous, is sponsored by the Seventh Step Foundation. The offender may volunteer for up to three months of pre-release classes, along with meeting at a Seventh Step Club away from the prison during parole. The program is unique in that it is conducted by convicts themselves rather than administered by penal authorities. The post-release meetings are a continuation of the process initiated in prison to help the individual help himself. In addition to providing recreational facilities and a place to spend free time, the club helps the offenders to find employment and housing. A Kansas judge recently referred to the Seventh-Step program as: "A ray of hope in a situation that hasn't been productive in the past." He continued, "It is an exciting development in penology and I am hoping this will be an answer for some who have been without hope for so long."

Another progressive prison concept is to provide minimum security facilities for minimum security prisoners. This relatively new concept in prisons is somewhere between the maximum bastille-like structures and the honor camps for young offenders. Instead of confining young offenders indiscriminately with hardened felons in the typical prison compound, these offenders can be detained and exposed to rehabilitation and vocational training programs in medium security prisons. At the same time, the honor camps, where delinquents maintain state parks and the like, are deserving of continuing support. Unless the first-offender is helped in being a useful citizen, he can become a life-long burden to society behind prison walls.

The willing acceptance of the offender from the prison by the community is an integral part of the rehabilitation process. This acceptance involves understanding by family and friends and removal of barriers to employment,

licensing requirements, and membership in local unions. Unless these and other community handicaps are removed, it is difficult to expect that the former offenders will overcome the formidable barriers restricting their personal efforts in the community setting.

#### Prisoner Complaints

Although it is expected that many prisoners will complain about prison confinement, some charge that their constitutional rights were violated in that they were improperly sentenced or did not have sound legal advice at their original trials. In other instances the prisoners are discouraged because of detainer orders which mean that they will be brought to trial, especially in other states, after they complete their current prison sentences. The plight of the convicts is compounded in that they often do not have funds to employ a lawyer to investigate their complaints.

For the past four years, a pilot program known as the Kansas Defender Project has involved law students and a law professor at The University of Kansas in providing free investigations and legal advice for convicts who do not have attorneys. If a convict's complaint seems to have merit, the law student will assist in drafting a petition which is a necessary step in getting the court to appoint an attorney to represent him on appeal. Since law students are not lawyers, they cannot represent the inmates in court. The law professor in charge of the Kansas Defender Project has estimated that not more than 20 percent of the prisoner complaints relating to constitutional denials have any merit.

#### Complaints of the Correctional Officers

In recent years there have been complaints relating to the work conditions of the prison employees, especially among the correctional officers who work closely with the inmates. Correctional officers throughout the nation have organized to seek higher wages, to improve vacation benefits, and to better their working conditions. In some instances partial strikes have resulted through the medium of "sick calls" on the part of the prison employees. To prevent security being placed in jeopardy during periods when large numbers of officers called in reporting absence because of sickness, supervisory personnel have taken over the duties of the correctional officers temporarily. In other instances, spokesmen for such employees have threatened "sick calls" in one or more prisons and reformatories in the attempt to gain immediate and long-range consideration of their group demands. Some groups of correctional officers have voted "to walk off their jobs" at specified times in protests aimed toward improving the benefits associated with their positions. Such walkouts demand that state officials institute emergency plans for maintaining the security of the institution.

Correctional officers have one of the most significant positions in the law enforcement field. They accept the daily pattern of the constant threat of danger. They learn to take the worst type of physical and verbal abuse. In controlling and helping the offenders behind the high prison walls, they become capable public servants and learn to love their work.

Through tense and risky moments, the officers learn to remain in control of their charges. Through a professional approach to maintaining order and discipline, they tend to become enthusiastic about rehabilitation programs and the personal touch that they give to the treatment of those inmates receptive to their counseling. The demands and risks required of correctional officers are seldom understood by the general citizenry.

#### Toward the Future

State prison officials, like other state officers, often become discouraged and frustrated because the state legislatures "do not see the need for an improved prison program." Such officials promote legislative programs which would require the spending of a sizeable sum of money to update and maintain first-class prison systems. At the same time, officials representing other state agencies point out that "the legislators do not see the need for improving our mental health (or other specific programs) facilities." The compromise is usually a modest advance in funds which helps to improve somewhat conditions related to the different state programs.

While the process of rehabilitating a prisoner can begin in the institutional setting, the ultimate success relating to rehabilitation depends greatly on the community-at-large. The prisoner's efforts can be crippled by adverse community attitudes and actions. If the community environment is such as to be punitive, the correctional systems will neither rehabilitate nor deter or protect the community against illegal actions except for limited periods. In view of the high rate of recidivism that prevails today, it is most desirable that the attitudes of the citizens and the community resources be focused on helping those who are seeking another chance upon release from the prison.

The criminal has not always been a criminal. Innocent persons often suffer at the hands of the criminal element, but these actions do not mean that criminals should be handled in primitive ways. Those who are confused, maladjusted, mentally defective, or emotionally disturbed deserve an opportunity to be rehabilitated. Instead of allowing the prison confinement to serve as a period of "schooling" in becoming a more dangerous and hardened criminal, all efforts should be aimed toward equipping the law-breakers for living normal lives when they are released.

## SKILLS REQUIRED FOR AN EFFECTIVE PAROLE OFFICER

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Kansas Board of Probation and Parole  
Topeka, Kansas

In the state parole service, field parole officers are now based throughout Kansas. In all but five counties, these agents also serve the District Court as probation officer for the Judge, as well as supervising parolees for the Kansas Board of Probation and Parole. They also supervise probationers and parolees for other states through the Interstate Compact Agreement.

Since 1961, when a full-time Parole Board was established in Kansas, the Kansas Board of Probation and Parole has endeavored to concentrate on securing better qualified persons for parole officers, as well as conducting in-service training for all of them. A modern parole officer should not be identified by the community as another form of law enforcement officer. They no longer carry badges, weapons, or restraining devices and they do not personally take violators into custody or transport prisoners. Although the civil service examination calls for a college degree, it is not possible or practical as yet to limit recruitment to this standard, and substitution of experience in closely allied fields is permitted. The parole officers are encouraged to follow the standards recommended by the National Council on Crime and Delinquency. Selection is made with strong emphasis upon the desirability of the prospective parole officer in being a person of stable judgment, able to evaluate cases and crisis carefully and make decisions. His past conduct must reflect good mental and moral standards and he must be free of an arrest record. Agents are encouraged to take University extension and study courses and are constantly involved with our in-service training program. Parole officers are not expected to attempt to take the role of a psychiatric social worker or psychologist. They will be given an opportunity to develop sufficient skills to become effective in the area of communication and to maintain good public relations in their communities and assigned districts. Each parole officer will also be encouraged to become aware of helpful resources in his district, and to acquaint himself with their function. These resources include local mental health and guidance centers, state hospitals, school services, county welfare departments, potential employers for his clients, law enforcement officials, Office of Economic Opportunity and Manpower Development Training Assistance.

An effective parole officer serves many roles--that of interviewer, counselor, advisor, motivator for change in his clients, recorder, reporter, and confidant of the judges. He also serves as the evaluator of performance of his clients and advises the Director and the Board of the client's progress or lack of progress in society. The parole officer should have tact and

patience to persuade positive change. He should never be a flighty person, unable to make decisions, but he should be extremely slow to anger, willing to leave a warm bed or hot meal and respond promptly upon receiving an after hours call regarding his charges. He should be a person not easily discouraged, certainly not a moody or depressed person, and should have good health. Since much of the parole officer's time is spent in travel over his district, to institutions, and making investigations of proposed parole plans for employment and residence, he should be a safe, stable driver. His is a role demanding an ability to develop a "sixth sense" tuned to identify warning signs his clients may present and hopefully head off an actual misconduct. These signs may be a client's poor attitude, his failure to report, his reluctance to talk about his family, his job and leisure time activity and associates. He may give warning by being evasive to his parole officer's inquiry, he may be restless during the interview and constantly moving in his chair, or he may express a desire to leave quickly from the parole officer's presence. The effective parole officer must develop an ability to wisely plan his work schedule on a daily basis, provide himself a time for writing reports, conducting interviews and reporting sessions, investigating proposed parole plans, making follow-up contacts, keeping accurate records, making pre-sentence reports, and all the while keeping an effective call-up system to meet his future needs. He should keep his office and records in efficient form, record his expenses accurately, and cooperate with requests from other parole officers who are in need of assistance from his district. The effective parole officer is well aware of his responsibility to protect society's safety, learns how to screen and report a crisis or major client development to the Board for immediate review and action, and knows when a case has need of further institutional services. The parole officer should not be quick to recommend revocation of a client's probation or parole plan.

The parole officer must protect the confidentiality of certain information he receives such as diagnostic reports and pre-sentence information. The state parole officer must become familiar with the work of the District Court, local attorneys, and their required procedure. The parole officer is in frequent contact with the Clerk of the Court, the county attorney and law enforcement officials in his district. He should develop a good relationship with these officials. The parole officer should be able to "sift out" the important points in a case and not spend the bulk of his time on needless details.

Another area of vital importance is the parole officer's ability to evaluate his caseload for maximum, medium, and minimum contact needs. With average state caseloads of 62, there is neither sufficient time nor need for the parole officer to give each case an equal amount of time and attention. An effective parole officer constantly reserves a time for evaluation of his effectiveness, his work schedule, and his ability to remain flexible to allow for emergency work with his charges. He must keep himself aware of Board regulations, informed of national developments in the field of probation

and parole, and aware of what other parole officers are doing. He develops good team work with his fellow workers, the courts, the officials, the community, and his clients. Hopefully, the parole officer will not be on extended leave from his district, but will plan ahead for emergencies which may develop beyond his control. He will keep proper records to allow another agent to fill his post during any long absence. He should also advise the local officials when he is planning to be away for several days and, if possible, have someone who will handle emergency situations which might arise.

## CHALLENGES TO PROBATION AND PAROLE

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There is a "credibility gap" between academicians and practitioners that exists in the field of corrections. Some remarks by a sociologist, Dr. Irwin Goldberg, bring this to mind. He alleges that:

The arrogance of Men of Ideas can only be matched by their incapacity to put those ideas into practice. For that, they need . . . the Men of Action. . . . Rarely is there any regard for the other partner in the complementary relationship between thinking and acting, between contemplation and experience. The result is familiar: Men of Ideas feeling that only they can bring to life their dreams and creating tragi-comic utopias; Men of Practice returning slight for slight, rejecting any suggestion from those who have not lived the system, and creating unalterable organization, inefficient in a changing world.

Dr. Goldberg had been prompted to make these remarks after having worked with the school system in New York City. Arrogance such as this involving professionals--both academicians and practitioners--society can ill afford. It is necessary to build more bridges of communication, closing those gaps still existing among professional people. Rosters of both the current and previous seminars indicate that the people involved with Kansas corrections are not only talking with one another but are making it their business to exchange ideas and feelings on matters of mutual professional importance.

There are, of course, many areas of concern relevant to the subject of corrections. While the four selected here are not all inclusive, they do spring from the knowledge gleaned from last year's Seminar, and the role requirements for an effective system of probation and parole. These four major areas of concern are:

The challenge of motivating alienated offenders.

The importance of maintaining effective working relations throughout the correctional continuum.

The task of upgrading professional manpower, training, and research.

The absolute necessity of improving relations between corrections and communities.

#### The Challenge of Motivating the Alienated Offender

By definition, probationers and parolees have a history of failure. Such is seldom an immediate brief happening but occurs over time, with so many of the tragic accompaniments to self, family, and victims.

Most of these clients, either juvenile or adult, are suffering from some form of alienation. A major task to be confronted is that of motivating these people in the face of alienation.

Melvin Seeman has noted five ways in which alienation exhibits itself: (a) powerlessness, (b) meaninglessness, (c) normlessness, (d) isolation, and (e) self-estrangement. These may be reviewed within the context of the challenge to overcome them in the officer-client relationship.

(a) Powerlessness refers to the expectancy or probability held by the individual that his own behavior cannot determine the occurrence of outcomes, or reinforcements he seeks. As applied to the parolee, he may be alienated to the extent that the prerogative and means of decision are expropriated. For example, he is usually dispossessed of such civil rights as the right to vote. The President's Commission has observed that the interests of rehabilitation might well be furthered by encouraging convicted persons to participate in society (his society) by exercising voting privileges. Another example consists of the well-intended conditions of parole through which the parolee may be further alienated. It was only a few years ago that Nat R. Arluke wrote an article entitled: A Summary of Parole Rules. He noted such stipulations as: keeping free of bad associates, abstention from gambling, not changing residence or employment without permission, curfew conditions, abstention from drinking alcoholic beverages, church attendance at least once weekly, not marrying without permission, and so on. The lists of parole conditions are formidable, and several writers have pointed out the fallacy of attempting to impose on parolees standards of conduct never imposed on law-abiding citizens; further, others have stated that unrealistic rules and conditions are frequently mitigated informally by parole officers. However, it seems that the officer, in this case, is placed in an awkward role conflict situation. If he enforces rules he feels are absurd he confronts a problem of conscience; if he fails to enforce rules which he has legally sworn to uphold he is derelict in his duty. In either case he may be viewed as something of a hypocrite in the eyes of his client. But, of course, the main point is that the fundamental



relationship between the parolee and his supervisor should be strengthened through maximizing the parolee's power of decision.

(b) Meaninglessness, a second type of alienation, refers to the person's sense of understanding the events in which he is engaged. High alienation, in this usage, is when the individual is unclear as to what he ought to believe relative to himself or to the world in which he lives. Allen Wheelis, a psychoanalyst, in his book, The Quest for Identity, relates that typically the patient comes to his analyst complaining vaguely about unhappiness, of a general malaise, and of lost identity. Freud, of course, described the therapeutic process as one in which layers of consciousness were gradually removed until the unconscious was reached. Wheelis found, that after the layers were peeled, there was often nothing . . . a great void that the analyst even under ideal conditions would find difficult if not impossible to fill. Among other things, Wheelis is concerned with the deterioration of mores which under scrutiny have come to be viewed as relative; their claim of absolute validity being demolished. Thus, in an age of cultural nihilism, values are reduced to taste, circumstance, fashion, and whim. Attempts to deal with parolees are done in the context of a society where it is claimed by some that God is dead, and that we are growing up absurd. In this society, Harrington has described The Other America, a leading pediatrician advocates the burning of draft cards, and student unrest on college campuses and disorder on urban streets become visible to millions through the mass media.

On a similar vein, Donald Clemmer, former Director of the Washington, D.C. Department of Corrections, in his 1965 Presidential address to the American Correctional Association, declared:

This is our labyrinth. This is our moment in history and of such are the days of our lives. These purposefully disconnected observations serve to suggest and imply a thousand others and to identify the complexity of our occupational environment, to delineate our dimensions and set and re-set the challenge of our endeavors.

. . . It seems that polar purposes grind. While the liberalized interpretation of law and improved correctional policies, help strengthen the march towards a more perfect democracy and a better life for the society we serve, other sinister forces heighten and propel the march of crime, immorality and conflict in and among nations, races and classes. There is at one and the same time . . . hope and despair, beauty and ugliness, curiosity and apathy, success and failure, tenderness and hate, all mixed up in this labyrinth of our times and our lives in a flux so involved as to defy epitomization.

It is within a context such as this that we are challenged to assist the deviant in his search for meaning.

(c) Normlessness, the third variant of alienation denotes situations in which the social norms regulating individual conduct have broken down and may no longer be effective as rules for behavior. Robert Merton has translated this into his famous discussion of individual adaptations reflecting upon the social implications of limited access to the legitimate means of goal attainment. Seeman defines this form of alienation from the individual's viewpoint as one in which there is a high expectancy that socially unapproved behaviors are required to achieve culturally prescribed goals (e.g., financial success, status, etc.). This model has been utilized to account partially for the statistical predominance of crime among the American Negro groups and within the lower class in general. Many writers have long asserted that the poor, the friendless and the amateur offenders suffer high liability for their deviance. This is expressed in terms of inadequate legal counsel, inaccessibility to bail, and a higher probability of incarceration or execution. Today through numerous programs, such as those under the direction of the A.B.A., the O.E.O., H.E.W., and state and local agencies, attempts at alleviating the impact of poverty, slum conditions, and social disorganizations are being made possible. Throughout the land, there is much unrest, disenchantment, and cynicism which does not make the task of counseling any easier. It is out of the social ills of the country that so many clients spring, and in daily confrontation with them, they tend to see counselors and correctional people as puppets of authoritarian middle class establishments. Assuming that their perceptions are, for the most part, inaccurate, the challenge to rehabilitate amidst feelings of mistrust and hatred remains.

The American Negro serves as an illustration of the gap between cultural goals and routes to their achievement. Many point to the fact that the Negro has been given educational, employment, and voting opportunities, but even here there is an error, for how can anyone "give" the Negro something that was rightfully his all along? This is a point that has been continually emphasized by King, Carmichael, Brown, and Wilkins. It is no more a right of whites to dominate Negroes than it was for German Nazis to persecute Jews. But the Negro has become increasingly educated and aware not only through the schools, but through the mass media, television in particular. In an era of vanishing "Uncle Toms," the Negro has learned to seek, to strive for things for which he will not be put off or put down any longer. It is one of the genuinely significant facts of the age that the aspiration level of the Negro has increased much more rapidly than has his access to better housing in better neighborhoods, his access to better occupations, and his access to those things that are prized so highly as a part of the "good life." Thus this form of alienation, this gap has worsened in those locales where white liberals

were taking so much pride in a self-righteous cloak of assumed non-prejudice. The more notable riots have not been in the deep south, but in Newark, Watts, Chicago, Detroit, and Philadelphia. It has been said that the Southern Demagogue was consistent if not honest. He openly tried to keep the black man economically deprived and dependent, while simultaneously and rigorously keeping him ignorant of all he was missing. If one tries to "motivate" the young Negroes and teaches them to aspire, he must help open the doors to the fulfillment of that aspiration.

(d) Isolation, as a fourth alienation variant, refers to those who assign low reward value to goals or beliefs that are typically highly valued in a given society. There are those who are set apart from society through segregation processes and there are those who set themselves apart from society. There are over 425,000 persons who are currently set apart in prisons, jails, juvenile institutions, and the like. From the state prisons alone over 95,000 are released annually, most through parole, but only to have their beds taken by waiting successors. Some have been more vocal than others about prisons--they have been called social monstrosities at one time or another. Dr. Joseph Satten a few years ago quoted Clemmer in saying:

The most colossal of obstacles to the success of the behavioral scientist or anyone else, is the present organization of prisons and the nature of the unseen environment in the institution itself. The one non-scientific term that best describes most adult institutions is 'evil.' Evilizing influences prevail in spite of the professional staff and in spite of an enlightened and humanitarian leadership; in spite of chaplains, group counseling, and psychotherapy. If one were to search for the most difficult place in which to effect the modification of a man's character, he would find it in most conventional prisons. The necessary emphasis on custody, for one thing, thwarts the development of self-responsibility and other personality traits which are so sorely needed. The wonder is that any improvement can be wrought in an inmate at all in the face of all the damaging influences to the contrary.

Through isolation of collectivities subcultures may readily emerge which become contracultures where norms opposite to the conventional normative systems prevail. Probation officers who have worked with hardened juvenile gangs know something of the force such norms exert in the community.

One of the difficulties with isolation is it is so delightfully and temptingly easy. If a youngster is a playground problem, kick him off the

playground; if he can't make little league, forget it; if he has a bad reputation, do not let him play with "our" children; if he is a school problem, expel him; if he is a hood, send him up. This is overdrawn, of course, for most school principals, juvenile court judges, and Y.M. C.A. coaches do not give up on youngsters easily. But nevertheless, ostracism is tempting and in terms of social control is costly. There is no better way of relinquishing motivation than through ostracism, for the person may turn to others similarly banished, for friendship, advice and status rewards. One last note on this particular point. It is worthwhile to recall a warning made some years ago by Austin Porterfield, when he argued that teachers, clinicians, and correctional people must avoid the fallacious "we-they" dichotomy in thinking about delinquents and criminals.

(e) Self-Estrangement, the final variant is akin to that form of alienation described by Erich Fromm as a mode of experience in which the person sees himself as an alien. To be self-alienated, in the final analysis, means to be something less than one might ideally have been under other circumstances. The challenge is to prevent children from becoming delinquent and delinquents from becoming habitual criminals.

Again, in connection with the Negro, a psychologist, Kenneth Clark, himself a Negro and author of the book Dark Ghetto, has noted this type of alienation. He states:

Since every human being depends upon his cumulative experiences with others for clues as to how he should view and value himself, children who are consistently rejected understandably begin to question and doubt whether they, their family, and their group really deserve no more respect from the larger society than they receive. These doubts become the seeds of a pernicious self and group hatred, the Negro's complex and debilitating prejudice against himself.

At the level of correctional institutions, Erving Coffman has reminded us of how far men sometimes go in stripping others of their identity and self-respect. In the process of total institutionalization, Coffman alleges that correctional people use such techniques as mortification, degradation, dispossession, depersonalization, contamination seclusion, and a score of variations thereof (e.g., numbering, delousing, open toilets, sexual deprivation, stripping of personal possessions (identity kit), association with homosexuals, etc.).

A work that has made a great impact was the book Prisoners are People by Kenyon Scudder, the celebrated founder of Chino. His philosophy of penology deplores trying to develop normal personalities in abnormal environments. Scudder also pointed out: "Society does not realize that whether we

like it or not, ninety-eight percent of those who go to prison someday return to the community." He then asks, "How will they come out, soured and embittered against society for having placed them there, or full of hope and new courage for the future?"

And relevant to all this is how long offenders are kept in prison. According to the Crime Commission report, the average length of stay in adult institutions is about two years, with considerable variations from state to state. Two years is a relatively short time to rehabilitate men with serious problems of adjustment, yet those same two years provide, ample time to place those problems beyond solution and the men themselves beyond any possibility of repair. Ideally the parole process should begin when an offender is just received in an institution, and this process should be geared to maximize his chances of success upon release.

#### The Importance of Effective Working Relations Throughout the Correctional Continuum

Dr. R. O. Settle, of the Menninger Foundation, has elaborated on the implications of the fragmentation of the correctional apparatus in America. He points to the many jurisdictions under which correctional programs operate. The correctional process begins with arrest and ends with final discharge from parole or conditional release. Everything that occurs between these two points is a part of the fragmented apparatus which society has evolved to deal with law violators.

One wonders about the portrait of justice a man receives as he moves along in conveyor-belt fashion through a series of policemen, attorneys, judges, guards, psychiatrists, social workers, and parole agents. The clarity and consistency of responses seems doubtful. Variations in orientation to the offender and to types of offenders are well known. Some men are more punitive than others; some are less optimistic than others; some are more progressive than others; some are in their jobs for the wrong reason. Given a common concern for the offender, there is little excuse for the various agencies not making greater effort to work together, and to understand the special obligations inherent in each other's particular role position. The term "mollycoddling" has been used by a well-known public figure to describe some of the efforts toward rehabilitation. Genuine mollycoddlers do not survive in any phase of the correctional continuum. A realistic distinction must be made between mollycoddling and genuine rehabilitation. Mollycoddling may be defined in terms of a combination of leniency, sympathy, sentimentality, and irrationality relating to the offender. These have little or nothing to do with rehabilitation. Rehabilitation is made of stronger fiber with ingredients such as knowledge, understanding, and objectivity, along with healthy helpings of confidence, faith, and friendship. Lastly, some thoughts from Dr. Settle merit consideration at this point:

The prime goal of corrections is resocialization of the individual, his restoration to society as a non-law violator. He must change, and must modify his ways of behaving. Psychiatry similarly is dedicated to helping people change, to understanding themselves better, to acquiring altered ways of reacting to stress which will reduce the load of grief, guilt, depression, withdrawal, and dependency which characterize so many poorly functioning people. Those who do not believe in the capacity of people to change and in their own capacity to help them change have no business being in corrections in parole and probation work, or in the mental health professions.

The Task of Upgrading Professional and  
Volunteer Manpower, Training, and Research

It would seem insulting to assert that the solution to a given problem is higher salaries to attract better applicants. Although there may be some validity in this suggestion, it is exemplary of doing something right for the wrong reason. The Kansas Probation and Parole Officers start at \$481.00 a month, which is near the national 1965 median salary (\$5,000-\$6,000 per year), but this is still well below the beginning salary of \$7,696 for a newly recruited probation officer in the federal system. A prominent Kansas politician used to reiterate that the most important product of Kansas is its people. It is time that men who dedicate their careers to working with the defective cases of this most important product be rewarded, commensurate with the investment of their own life resources. Somehow it is symbolic that men who deal in material garbage make as much or more than people in probation and parole, those who try to salvage human spirits before they become human debris.

It is true, of course, that education, training, and background, are significantly relevant to remuneration. But some people seem to believe that people who are in corrections are there simply because they could not do better elsewhere. The truth is that relatively few persons in corrections choose their careers solely for financial considerations. As a matter of fact, most correctional personnel could have higher salaries elsewhere with far fewer headaches.

But correctional people can be taken to task if they are doing little or nothing to improve their own competence through reading, through evening or correspondence courses, through institutes, through maintaining membership in organizations such as the National Council on Crime and Delinquency or the American Correctional Association, and so forth.

Incidentally, there is a two-edged sword type of implication to the current attention by the Joint Commission on Correctional Manpower and Training. On the positive side, as standards of correctional personnel increase, and as more men with formal educational backgrounds enter the ranks they should help in doing a better job. But by the same token, they represent a new reference group, new competition for advancement opportunities, and new idea sources. The question is whether these young men will ever touch common ground with those committed to the status quo--those dedicated to ancient philosophies of punishment--those fearful of change simply because it is change.

The matters of volunteer assistance and social research can be mentioned only briefly. There is a need to explore further how university students, ex-convicts, professional athletes, citizen committees, and the services of many voluntary associations may be utilized in correctional work. As for social research, it is crucial.

#### Improving Relations between Corrections and Communities

A recent report entitled, The Public Looks at Crime and Corrections, published by the Joint Commission on Correctional Manpower and Training features the results of a survey conducted by Louis Harris and Associates, to determine:

- 1) General attitudes of the public toward corrections and rehabilitation of the offender.
- 2) Feelings about contacts with convicted offenders on their return to the free community.
- 3) Opinions about corrections as a career.

The findings in general are dismal and disheartening, showing continuing public intolerance toward the returned offender despite the fact that the public is growing less punitive in its expectations of correctional institutions. Probation, while accepted by the public for juvenile offenders, is unpopular for adults. Correctional careers as viewed by teenagers are unrewarding and undesirable. While it is true that the report also has encouraging aspects (the revelation, for example, that large numbers of lay citizens stand ready to work on correctional problems as volunteers), the loud, clear message is that there is an enormous public education job to be done.

## The Need of the Future

Time Magazine (3-29-68) contains an important essay entitled "Criminals Should be Cured, not Caged." Two paragraphs from the presentation seem so relevant to much of the foregoing:

What most convicts really need is neither repression nor sentimental treatment as patients, but rather opportunity for restitution. Never was American prison morale so high as during World War II, when the nation relied on convicts to work their heads off producing almost \$300. million in war goods and food. Never was morale so low . . . and riots so rife . . . as when idleness returned after the war. On many occasions prisoners have fought fire and flood with a zest and courage that amazed and won the communities they saved. As guinea pigs in countless medical experiments, they have voluntarily suffered malaria, cancer, syphilis and other ugly ills for the public benefit . . . and their own.

The key is self-respect: prisons are full of men who perhaps above all need a chance to serve society in order to respect themselves. When the law-abiding public accepts that fact, U.S. penology will be on the road to genuine rehabilitation.



## WELFARE SERVICES IN RELATION TO TOTAL PAROLE AND PROBATION PROGRAMS

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Even though our society has gradually stripped today's family of many roles and responsibilities families once had, his own family is still the prime source of growth and development for a child. For example, the family is no longer responsible directly for the education of the child nor for vocational or technical training. To provide affectional ties and meaningful relationships is the family's most important function today.

Today children may need to grow and develop even when separated from their families. For this society has developed special institutions to undertake many roles characteristic of the family unit (adoptive and boarding homes, day care, homemaker services, etc.). It is necessary, however, if the child is to develop a positive sense of identity that he has a living experience within the framework of a loving and accepting family unit. It is these affectionate ties that the family fundamentally provides. These family ties include the opportunity and the framework of being able to belong without earning any particular right--the opportunity of being respected as a unique individual with attendant rights, hopes, dreams, and special needs. This is what is needed for all children.

Welfare workers have had to provide foster family care for some children and have had to take children to institutions or arrange for psychiatric treatment--all these services necessitate care away from the child's own home. Welfare workers have also found out that these types of arrangements are not always best for the children. There is something about being with the family that one belongs to that makes a difference.

In cases where parents are inadequate, it is the responsibility of the court to decide if they simply cannot be responsible for the child's growth and development. In cases such as these, parental rights are abridged or severed, and the child welfare function becomes one of finding a home for this child either through adoption or long-term foster care. His foster parents can then provide him with appropriate models and ego ideals for guidance and direction.

Most people have proper ideas of right and wrong and expect others to do right most of the time--as we do! There is no need for anyone to feel so righteous about this--people did not get so right, so capable, and so achieving all by themselves. They were not born this way. They have learned proper values from someone who cared enough about them to invest some effort in teaching them. Other people who were not given these benefits and opportunities should be seen as needing help, not blame.

Supportive influences within a family plus concern and respect reflected back from other important adults--teachers, ministers, law enforcement officials--are most important in the development of a child's self-image, his sense of belonging and identity. These responses and relationships provide the basic experiences that make a child find out for himself who he is and what he may expect from himself and others.

The alienation of the child often begins because he has a family where the father is in prison, the mother is immoral, or living conditions and housing are poor. He is further alienated by society's rejection of his parents. This alienation of the child and his family shuts them off from the nurturing values of the life stream of the community--he doesn't belong, he senses that he is lacking in worth and value. He begins a pattern of failure and hopelessness or strikes out in hostile aggressiveness.

Child welfare services on a preventive basis are being expanded through county welfare departments to keep homes and families from falling apart if possible and to keep children in their own homes with supplemental services to help parents make it safe for the child. There is nothing in American society that says that these children of the poor should be taken away and given to the wealthy or that the children of the immoral be given to the moral. We should offer families lacking in capacities and abilities the kinds of resources (day care, homemaker services, counseling & training) that will enable them to meet the needs of their children.

Child welfare services are concerned with the growth and development of children. Child welfare workers know what these children need at given years of their lives. They know the kind of relationships, the kind of support, and the kind of stimulation that the child needs to enable him to grow and develop into a sturdy, competent, and confident individual. Today he must have the confidence to move out and stand away from the family as he may have to live far away from the guiding, important relationships that are only realized in family circles.

There is a need to develop children with a kind of self-discipline, a capacity for self-direction and confidence that enables them to stay out of trouble, that enables them to protect themselves. Many children are not getting this today because many families are so unstable. Child welfare departments are sometimes not staffed to offer these kinds of preventive undergirding services.

Child welfare workers in the past have in cases where the fathers of particular families were in prison, tried to keep the families and children almost completely alienated from the father. We have found out that children know their reality. They know what has happened. There is no way to hide the facts from children. They know when father is an alcoholic

and when mother is immoral. It is difficult to talk with them about it without belittling their parents. It is doubly difficult to convey the idea that such things happen not because these parents did not love their children, but rather the trouble arose out of the parents' individual problems that had to do only with the parents themselves. The parents somehow are not able to make it safe for their children. Society must provide special services to supplement or substitute for parental care that is not adequate to make it safe for children. But there is no need to malign either the mother or the father--the child needs to respect those little facets and parts of their parents that mean well, that intend to do well. These facets form the basis on which welfare workers build rehabilitative services and strengthen the child's self-image.

One does not find a child doing well in foster care or school unless some parent put some capacity in this child to relate to other people, to trust other people, and to believe in other people. So even parents who fail their children, who are irresponsible, and do not support them, and who commit crimes and go to prison are still important to their children. Sometimes these people have made contributions to their children, and the children need to know it and to recognize these parents for whatever strengths they had. Furthermore, the men in prison need to know that they were not all bad. This contributes to the lessening of their guilt and motivates them toward the use of rehabilitative opportunities.

Child welfare services are prepared to work in the diagnostic planning concerning children's particular needs within the family. These services help, with regards to the community, the courts, the probation officer, and the judges. They help decide whether a child needs to be left in his own home, whether he needs certain supportive services such as day care or homemaking services, or whether he needs to go into temporary or permanent foster care. In some cases, parental rights are severed and the child may be placed for adoption.

These answers are not easy, and cannot be decided by one person or by one agency. Decisions must be made in collaboration with other agencies in the community. It is all very well to teach social workers that children ought to be left in their own homes and served in their own homes, but if there is no community undergirding for this practice, if there is no community acceptance of this principle; if there are not services in that community that will make it safe for the child to stay and to help the adults and strengthen the home, then sometimes children have to be taken out of home and communities in order that opportunities for growth and development can be open to them.

These underlying values and principles enable the child welfare workers to support the community and work with other agencies to help the families and the children where parents are in need of child welfare services.

## NEW DEVELOPMENTS IN THE KANSAS PENAL SYSTEM

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What is the role of the penal system in society? What purposes does it serve, or should it serve? What philosophy should it employ in striving to attain its objectives? How is its progress measured? These are vital questions that deserve consideration.

Julian K. Coddington, former warden of the Kansas State Penitentiary, endeavored to answer some of these puzzling questions. He believed, for example, that all prison progress depended upon the proper classification of the prisoner as to whether he was "curable or incurable." He felt that the release of an inmate should depend upon his "fitness" to return to civil life. At that time (1909-1919), according to Warden J. K. Coddington, 75 percent of the men paroled from the Kansas Penitentiary were succeeding in civil life. Current statistical data seems to indicate that 72 percent are successfully serving out a two-year period of adjustment. However, the current data is open to question. There are no statistical follow-up measures once the inmate has been presented with his certificate of discharge. If, for example, one month after his discharge he is arrested for murder in Arizona, and is sentenced to life imprisonment in the Arizona penitentiary, it remains unknown to the Board of Probation and Parole in Kansas. This lack of information will soon be resolved since the Kansas Board of Probation and Parole is now linked with a national agency through which a follow-up of the discharged prisoner will be possible.

Warden Coddington believed that no matter how many prisoners were cured by their prison experience, or how well-trained they became through prison schools, workshops, or farms, the actual objective would not be achieved. In other words, the rehabilitation of the criminal would never eliminate crime. For the prevention of crime rests solely with the communities who furnish the criminals. Not until society provides for the youth in the community who are "criminals in the making" will long-range prevention of criminal activity achieve some success.

The Warden, a visionary Kansan and a former state legislator, talked about community action programs. He recognized that the focus of crime prevention efforts must be the local community. Yet, over 50 years later, this fact is still not fully recognized. The focus of attention is still on the penal institutions themselves. As a natural result, penal employees are charged time and again with failure to rehabilitate their prisoners. Another frequent complaint is that penal philosophy is wrong. The inmates are said to be in worse shape when they leave the institution than when they

entered. It is charged that they lose contact and sensitivity with their family and their children. Allegedly, the institutional sub-culture "hardens" them.

The main point escapes these critics, however. They do not realize that the penal institution does not receive the offender until the family has failed, until the schools have failed, until the church has failed, until the community has failed, and until all of the social agencies that attempt to assist in his adjustment have failed. Prison is the end of the line. It represents the failure of a long string of social processes. By the time the individual is confined in a penal institution, his personality has become warped. His habits and ways of reacting are fixed. His resentment of authority and authoritarian figures is deep-rooted. He is placed behind a 40-foot wall. The staff that assists him is frequently underpaid, poorly-trained, under-manned, and consequently, poorly motivated. Yet, there are those who wonder what is wrong with the Kansas penal system-- why it cannot realize its goals more rapidly and effectively.

It is readily conceded that penal administration is an unpopular program. It is a governmental function that most of the public chooses to ignore. Because of this attitude, the prison system suffers. There is no group lobbying in behalf of the penal system. No interest group conveys to the Kansas Legislature the problems and possibilities of the system. Instead other more pleasant topics dominate the limelight. Better roads and better schools are an example of this interest. The consequence of these factors is that for 107 years the penal institutions have been relegated to the low end of the budgetary cycle. As a result, the penal system has not yet begun to realize its full potential. The point of this is that the taxpayers must realize that the penal system will be just what they want it to be. If all that is desired is a 40-foot wall and armed guard towers, then it can be a low-cost system. But if the public desires something more than this, then the necessary resources must be forthcoming.

What has been done to attempt to communicate these prison problems to the people who are concerned? For one thing, penal administrators have for several years urged the creation of a Kansas Citizens Council on Crime and Delinquency affiliated with the National Council on Crime and Delinquency. This Kansas Council, composed of interested business and civic leaders, would evaluate the programs and policies of the penal system. Based on the findings, the Council could inform the Legislature of the problems and potentials of the system. It would function as interested citizens recognizing and voicing a need. There is now a good chance that this Council will be established. At the present time, the President of Cessna Aircraft Company in Wichita is heading up an interim committee to study the feasibility of such a Council in Kansas. This interim committee will be issuing a report to the Governor's Committee on the Administration of Criminal Justice sometime in the near future. Based on the recommendations of this report, such a Council may be established.

Another development that is far behind schedule is the need for more interaction between the classification officers and the field parole employees. This could easily be accomplished by actually exchanging classification workers with the parole officers. Immeasurable benefits would accrue from this policy. However, two problems must be resolved prior to the establishment of this policy. First, the classification employees must be placed at the same salary scale as the field parole officers. Presently, the classification workers are very much underpaid. And second, the Classification Departments at both the Reformatory and the Penitentiary should be doubled in size. The reason becomes obvious once the civil service job specification for a classification employee is studied. Briefly, it states that a classification employee is to counsel, assist, and guide the inmate. He should consult with the prisoner frequently to see if he has any personal problems and to aid him in his vocational and educational training programs. In fact, this is not what occurs. The Classification Departments are so overburdened with their responsibilities of corresponding with welfare agencies, getting social summaries and social histories, and preparing pre-parole progress reports and pre-clemency reports, that instead of serving the inmate as was intended, they are simply slaves to a paper bureaucracy. Penal administrators are aware of this problem, but little can be done until more resources become available.

There is a final development that merits comment. That is the lack of programs serving the juvenile offender. For example, juvenile probation services and institutional facilities are woefully inadequate. Juvenile after-care services are almost non-existent. But the juvenile level offers the highest potential for success in redirecting the youthful offender--before age 18 when they are delivered to the penal authorities. What is unfortunate is the fact that this problem is recognized, and yet the Legislature has not taken one positive step to alleviate the shameful situation. However, developments are now taking a turn for the better. There is a possibility that 40 beds will become available at the Boys' Industrial School Annex. Moreover, construction will soon begin on a 160-man facility that will house the youthful first-time, non-violent, adult felony offender, adjacent to the Reception and Diagnostic Center. Developments are headed in the right direction, but it is a slow and painful process.

Slow changes characterize most of the current developments in the Kansas Penal System. We are moving in the right direction but it is a slow and laborious process. Perhaps the day will come when an informed public supports our penal programs. If this day ever arrives, then the now dormant possibilities of the system will be realized.

## AN INTRODUCTION TO ROLE PLAYING

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Dr. Robert Blake has reviewed the history of role playing. This presentation draws heavily on his review.\* Role playing may be historically traced to times long past. For example, the Platonic Dialogue incorporated the use of role playing. This dialogue resulted in good communications although the level of abstraction was high. Prior to the dialogue was the development of formal Greek drama where the relationship of one role to another was noticeably specified and structured. Dramas, such as the Shakesperean ones, revolved around the actions of individuals and manifested a deep and effective level of communications. In these dramas, a significant degree of role specification removed the character from the individual self so that the desired patterns of behavior could be clearly exhibited. Thus, an actor learned little about himself in such a situation. However, drama does represent one of the most important factors in understanding the emergence of role playing techniques.

Developments in the field of psychoanalysis also served as a major impetus to the development of role playing. By the beginning of the twentieth century, a high degree of concern had developed for the individual. Freudian concepts had emerged in full force in Vienna. At the University of Vienna a medical student, Moreno, wanted to be a part of this movement. But he was refused by Freud. He reacted by developing an opposing philosophy--role playing--and Moreno's emphasis was on action in contrast to Freud's technique of passivity. In 1920 Moreno came to the United States. Since that time he has been most active in extending the use of role playing in psychodrama.

A final influencing personality in the evolutionary development of role playing was Kurt Lewin. Leaving Germany in the period prior to World War II, he began work at the Child Study Center at the University of Iowa. Here he met Lippert, who had set up the first systematic study of three kinds of leadership. In 1940, Lewin, Lippert, and Moreno became acquainted and participated in some joint projects. In 1946, the Connecticut Workshop was established with emphasis on the philosophy that more actual training occurs when people are interacting with one another than is possible through formal academic training. This was the beginning of what has since become the Bethel

\* Proceedings, First Annual Session of The Human Relations Training Laboratory, Leander, Texas, 1955, pp. 81-84.



Institute, probably the foremost center for human dynamics or human relations. Since that time, role playing has been employed extensively.

It will be instructive to note a few of the more important aspects of role playing. Essentially two major types have developed--psychodrama and role playing. Psychodrama is a very personal approach and is directed towards the correction of individual defects. This technique requires highly trained specialists with clinical experiences and backgrounds. On the other hand, role playing is involved with acquisition of skills. The emphasis is to diagnose the problem without attacking individual defenses and to discover what additional skills are necessary to handle the problem adequately.

When employing the technique of role playing, there are certain practices that will make it more effective. For example, in developing the plot, it is sometimes better if the individuals participating as players aid in plot development. Second in casting parts for role playing it is desirable to avoid placing persons in roles in which they may become too personally involved. This will keep personal problems from becoming the issue and will permit greater freedom for behaving in terms consistent with role requirements. Third, the "high prop" technique--a maximum use of props for a clear identification with roles, situations and relationships--can be used. The opposite procedure of employing no props or minimizing their use also has advantages, so in each case its appropriateness must be determined. Fourth, pre-testing in a role playing situation is an important matter as many pitfalls may be corrected in a run-through of the situation. For example, it will help in keeping the players from recasting their roles to fit their own problems. However, a disadvantage of this practice is that spontaneity in developing the role is lessened. But if pre-testing is not possible or advisable, the roles should be clearly defined. Lastly, using names that have a definite relationship with the role may help the participant to remember his role name and to get a feeling for the role. For example, the name of Miss Worth may be used to designate the wealthiest woman in town. Role playing will proceed smoothly and in an effective manner if use is made of some of these aids.

The evaluation of role playing is the learning goal for which the technique is employed. Identifying factors of the situation, and reconstructing it for more effective behavior prevents the presentation of the negative side only. Evaluation provides a basis for assessing possible solutions to the problem.

Role playing itself can be performed in various ways. The alter-ego method is one of these. This scheme is a slow and complicated one and requires a high degree of concentration. The alter-ego technique involves two groups--an inner and an outer group. The inner group carries on the regular roles that have been assigned to them, but at the same time the alter-ego--or the person standing behind them--can stop the inner group member

by placing his hand on the person's shoulder and picking up the dialogue that the inner group member has been carrying on. Often, the alter-ego will shift the content from the subject matter of the role to that of the feelings that the individual has. When this type of role playing is properly conducted, it is surprising to note the sensitivity that the alter-ego and the role participant can develop between the two of them.

Soliloquy is another type of role playing. This is less complicated than the alter-ego method, for the individual simply does a soliloquy of his feelings--his approach to the problem and the difficulties which the problem is causing him. Soliloquizing is also possible in a small and well-integrated group.

These two methods, alter-ego and soliloquizing may be other techniques that one will want to consider. However, the problems, types, purposes, and aids in role playing should be kept in mind. The role playing method, so effective for studying problems in the area of social conduct, can be an efficacious technique for increasing the understanding of human relationships.

How may role playing benefit the parole officer in his job? It may greatly assist the officer in solving the needs, problems, and experiences that he daily encounters. These problems and experiences have to do with the parole officer's interactions with his clientele; namely, the juveniles on parole, the adults on parole, and their families. How the parole officer handles these problems and the manner in which he approaches them may well determine the success of the parole program. And role playing, in relation to this can broaden the scope of awareness and sharpen the parole officer's sensitivity to his clients. One role playing situation that is quite challenging is the following:

A husband (who is a parolee) and wife have reached a point where they are experiencing marital difficulties. These difficulties stem from the fact that the parolee is making a relative success of his parole program. He is attending evening school and working during the day. But his wife is bored. She has felt herself neglected ever since her husband's incarceration. Now that he has been released on parole, there are many things that she would like to do; things that would lead her husband into situations and areas that would threaten his parole status. But the husband recognizes the danger of this course and refuses to participate in such a venture. This conflict has resulted in marital problems, and they have decided to see the parole officer in the hopes that some solution may be possible.\*

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\*Editor's note: The Seminar participants were divided into groups to practice role playing, using the situation given.

Identifying the problems of the actors in the role playing situation and suggesting solutions is not the main purpose of this little drama. Instead, the major objective is to stimulate thought and discussion, particularly in terms of equipping the parole officer for those spontaneous situations that he is confronted with in his attempts to aid his clients. For it is not infrequent that he may be caught completely off guard. He may be required to handle personal situations at an odd hour of the night, or at some time when he is not intellectually or emotionally prepared to do so. But, through practicing mock role playing situations, the parole officer may be better able to prepare himself for the unexpected.

## TREATMENT AND SUPERVISION OF THE ALCOHOLIC OFFENDER

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Until recently, the attitude of doctors and psychiatric personnel toward the alcoholic was one of revulsion. Alcoholics were admitted to hospitals for "treatment," sobered up, and discharged the following day. Few physicians and psychiatrists were concerned with problems of preventing and curing alcoholism. Thus, when the state decided to inaugurate a new program of treatment for alcoholics two years ago, the tasks confronting it were formidable indeed.

At Osawatomie State Hospital--from which the new state program is administered--alcoholic patients are admitted and then referred to a unit, i.e., the out-patient service. Assignment to the out-patient service is an important factor in encouraging the patient's motivation, which--once established--represents the accomplishment of better than half of the task of rehabilitation. In the interval between admittance to the hospital and assignment to the out-patient service, the staff has an opportunity to review the patient's case and decide whether or not he should be allowed to enter the program of treatment. At this stage, the doctors and psychiatrists concentrate most intensively upon the problem of motivating the patient to respond to treatment. If the patient can be motivated to want to stop drinking, then he is psychologically primed for rehabilitation. Too often, a prospective patient arrives at the hospital with an unfavorable psychological set created, in part, by the unfriendly attitude of the court that referred him for treatment. For example, a judge may say, "O.K., I am going to send you to the hospital" in a manner that leaves the impression with the patient that what he really means is "I am going to get rid of you and you are going there because you drink too much." By the time such a person arrives at the hospital, whatever motivation he may have had to stop drinking would likely be displaced by anger, fear, and frustration. He may have been called a loser all of his life, and with good reason, for he may not know how to do anything but lose. He may also have been called an emotional cripple, and he is. Alcoholism is a crippling disease that does not always respond well to medical treatment. But these labels do not serve to create motivation in patients. They only increase an individual's sense of personal inferiority. One escape from this feeling is drink, further complicating the problem.

People can be motivated with words, which are really the only instruments we have to interact with one another. If words are tactfully employed, patients can respond favorably. But if judges, doctors, or psychologists use the wrong words or expressions in handling alcoholic cases, they may

unintentionally destroy that which they hope to foster. If the idea can be conveyed to a patient that he has socially redeemable qualities, that as an individual he is worth helping, he may adopt a different attitude, one more conducive to treatment. If a judge handles such a case properly, the person referred may arrive already prepared for treatment.

At the hospital, patients accepted for therapy voluntarily engage in a 90-day program of rehabilitation. This program consists of group therapy, individual psychotherapy, and other less intensive therapies. At the end of the three-month period, they are free to leave. Some patients, of course, fail to achieve rehabilitation. But experience has indicated that approximately 52 percent of the patients engaged in the state program have joined Alcoholics Anonymous and have responded to treatment in a fashion which suggests a successful recovery.

The manner in which one suggests to an individual that he seek professional assistance in managing his personal problems can be of critical importance in the treatment process. Given such advice in a fashion calculated to induce hostility can create a negative reaction to the proffered social help. On the other hand, advice tendered with sincerity and genuine concern can often evoke a positive reaction in the individual. Motivation is not just an explanation of why a person behaves as he does. It is not synonymous with causation. It is, rather, something that comes from within--the nervous stream within us influencing our behavior. These influences are full of energy which can be directed into one of two channels. They may operate in a destructive direction or a constructive direction, either toward death or toward life. These influences are very powerful and, though constantly pulsating, normally take one of the two general directions. Destruction, death, everything that is negative, crime, delinquent and antisocial behavior, and anger dominate the destructive impulse, while the constructive impulse is characterized by love, affection, and creativity. Of course, no person acts entirely in a destructive or constructive capacity. The two impulses are extremes creating a tension within every individual, so that one sometimes acts in one fashion, sometimes in another. One must try, then, to recognize the redeeming traits of every patient seeking treatment.

The importance of communication in doctor-client relationships dealing with alcoholics can be illustrated by the case of one patient who claimed "he couldn't make it." The doctor, at that point, might have said, "Sure, you have human tendencies, but I'll help you make it, my boy." This is not the type of motivation needed under such circumstances. It was much better to say, "What makes you think you can't make it?" By saying this, the doctor would not lend himself to the patient as a crutch for support. Instead, he would be forcing the patient to reassess his position by himself, holding out the possibility that he might be wrong about his self-conception. Through the careful use of words, the patient can be motivated to a new hope, a new independence. He can create a goal for himself based on an objective

analysis of his personal strengths and weaknesses. For, in the last analysis, the treatment of the alcoholic offender is really self-treatment. Professional personnel can help instill the motivation for self-treatment and can point the way toward the constructive impulse for the patient. That is their role in the treatment process. But they cannot carry the patient the whole route to recovery without his voluntary and active cooperation.

## AN EXPERIMENT IN SELF-HELP FOR THE ALCOHOLIC

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Approximately 70 to 75 percent of all persons in correctional institutions have been incarcerated as a direct or indirect consequence of alcoholism. This is true of inmates in the state penitentiary as well as the county jail. Larceny, violations of the check law, assault, and other related violations can frequently be traced back to the immoderate use of alcohol. When people drink too much they are more likely to engage in anti-social or criminal acts. Alcoholic offenders are not necessarily degenerates. Often, on a personal level, they are quite friendly and sociable in a sober state. But they have a drinking problem which causes them to act in an unacceptable fashion from time to time.

In Wichita, it was felt that a program of group therapy might be used in helping the alcoholic offender overcome his drinking problem. Thus, an attempt was made to get a small group of five alcoholics to meet together with their probation counselor to discuss their common difficulties. The five who were chosen were reluctant to participate, but they finally agreed to meet on the eighth floor of the courthouse.

In the group discussions, the participants first denied that they had problems regarding their alcoholic consumption. But after examining their common inability to retain jobs and the fact that they all had gotten into trouble with the law as a result of drinking, the group members acknowledged that they did, indeed, have drinking problems.

Each week, the group would elect a chairman and new group members would be introduced, so that informality could exist, even though some structure was maintained to guide the meeting along desired channels. Guests from Alcoholics Anonymous were invited to attend the meetings to share their experiences with the group--which had, after a few weeks, grown to over 15 persons. Under the stimulus of their frank admission of their alcoholism, a number of group members responded in kind, acknowledging that their drinking "problem" was really alcoholism. Once "the cards were laid on the table," so to speak, the participants began to exchange experiences and relate to one another. They found that they could help each other find solutions to their difficulties. Still, it was felt that the courthouse atmosphere of the meetings inhibited some individuals from contributing to their maximum ability. Consequently, the site of the group meetings was changed to the basement of a church. Eventually, the size of the group increased to 67 and it became necessary to break up into five or six smaller groups.

Of the 67 men who attended these meetings, most have made significant progress, although at least one has continued drinking and faces criminal charges in a federal court. But the charges against this individual--who has a long police record--were brought prior to his enrollment in the group. He has attended meetings for eight months and has not been arrested for any violation during that period. Another man had been an alcoholic for 20 years. He began drinking with his father and four brothers when he was eight years old. He had been arrested over 200 times for drunkenness. For over a year now, he has participated in the group sessions and has not been arrested since he became associated with the discussion group, although he did become inebriated on one occasion.

Failures have occurred in the program. One participant "went off the wagon" and was drunk for over a week straight. But some of his friends who were also in the program found him and sobered him up. In the process they had an opportunity to see what they looked like when they were drunk. The extremely unpleasant condition of their friend and the disgusting environment in which he was found were powerful arguments against alcohol and served to reinforce the determination of the others to stay sober.

The key factors in the success of the program of treatment utilizing the small groups are the recognition of common problems and the moral support members can give one another to overcome those problems. The meetings were voluntary in the sense that members could either attend or else visit their probation officers individually on a regular basis. But the choice was not free in the sense that they could either attend or do nothing at all. At the meetings, the role of the probation officer was normally that of an observer rather than that of a participant. Most group members have indicated that they have enjoyed the meetings and have come to look forward to them as a social function as well as a means of solving their problems. They identify with one another, and each seems to believe that he has a stake in the success of every member of the group. Thus, through mutual endeavor and close association, they have been better equipped to handle their "drinking problems."



THE FUNCTIONS OF PROBATION AND PAROLE  
IN A CHANGING SOCIETY

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It is time to take a close look at the role of the probation and parole officer as he functions today in this changing society, to consider where he has failed and where he has succeeded, and to speculate on what lies ahead for him and what he can do to determine his destiny. Probation and parole is rather a new way to treat the offender. It is a way that has not been completely sold; a way that is not being totally used. Probation and parole has made its major strides within recent years. Its progress has been slow and its acceptance has been reluctant. Though the general philosophy is rather universal, its application differs from state to state, judicial circuit to judicial circuit, community to community, and even from parole officer to parole officer.

All probation and parole officers should be familiar with the recent survey published by the President's Commission on Law Enforcement and Administration of Justice. The chapter devoted to corrections in the Challenge of Crime in a Free Society begins, "Corrections, American Prisons, Jails, Juvenile Training Schools, and Probation and Parole is the part of the criminal justice system that the public sees least of and knows least about." The report goes on to state:

As it is today a substantial percentage of the offenders become recidivist. They go on to commit more and often more serious crimes. For a great many offenders then, corrections do not correct. Indeed experts are increasingly coming to feel that the conditions under which many offenders are handled, particularly in institutions, are often a positive detriment to rehabilitation.

Whether this statement is right or wrong, in part or in total, the very sad indictment is that a review of the literature will reveal that these kind of statements were written in the 1950's, in the 1940's, the 1930's, the 1920's, and could possibly be written in the future in the 1970's, 1980's, and 1990's.

When probation and parole officials have been faced with such indictments they have always had an ever present scapegoat--that of a heavy caseload and of being overworked. In many cases this has certainly been true. However, as caseloads drop and the officer has a caseload of only 50, as is the case in some districts in Missouri, what does he do with the extra time? What does he do when there is no longer

the excuse of a big caseload and he is face to face with an individual he is expected to treat? Probation and parole for the most part in the United States is investigation oriented and supervision is principally of a surveillance type. It is the investigation work that is pushed. The judge needs a report. The board needs its report. Supervision must wait. If investigation and surveillance is the only task assigned then there is no need for lectures on treatment. Perhaps there is no need for the high calibre of people presently being recruited and presently working in the various agencies. A group of high school graduates can be taught to collect factual data, contact the sheriffs, know community resources, and follow an individual to learn where he lives and where he works. The public would consider this an acceptable probation and parole service. Perhaps this may be what probation and parole really is--an investigation function and a surveillance function and nothing else.

At the present time, most probation and parole officers know all the treatment terms and can put these terms into a report and make it sound pretty good for the court; even make it sound pretty good for the public. The client may even be convinced that the parole officer is a treatment person. However, if the treatment plan outlined for the client and the implementation of this plan are really evaluated, there is a grave question as to whether those in probation and parole are really treatment people, whether this is really their frame of reference and orientation.

In Missouri, a study was made to learn how much time an officer was spending in face-to-face contact with his clients during any given month. The average time spent with a client was 15 to 20 minutes. This was after the paper work and the caseloads had been reduced. Face-to-face contact with a client for only 15 minutes a month certainly does not alter or change his behavior or make the probation and parole officer a very important person in bringing about a change or alteration. The study indicated that more time is spent with the client when he is arrested or when his case comes to the point that revocation and commitment to an institution is being considered. Then any attempt to modify or change behavior is futile. If the situation is to be improved, probation and parole officers must begin to think towards the future. If the present role of the officer is not effective and the time allowed is not adequate, perhaps the role needs to be redefined. Certainly, nothing can be gained through maintaining an inadequate status quo system.

The crime survey states that correctional officers are misunderstood by the public and cannot seem to get their story across. An article in a recent issue of Federal Probation was entitled, "Correctional Workers Must Speak Out." This statement has been made for years. It was the theme of a meeting in corrections back in 1952. At this particular meeting there was a panel made up of a newspaper editor, a public relations man, and a radio broadcaster. All of them said, "Let's speak out." Their comments were very similar to the ones that appeared in the recent Federal Probation.

magazine. Many parole officers have spoken to civic clubs and some are quite accomplished public speakers, but maybe the public has not listened or maybe speaking out just is not enough. Maybe the public wants good hard concrete facts. Simply stating that probation and parole is a successful way of treating people just does not seem to be enough.

Crime in the streets has become a political issue. All of the news media focus on the crime problem in the United States. The public is definitely forming an opinion. In a recent survey made by Harris Associates and published under the title of The Public Looks at Crime and Corrections, the information supplied in the report reveals that the public is not completely satisfied with the job now being done. The public is going to be making demands on its police, on its correctional workers, and certainly on its probation and parole officers, to prove to them that the practices now being followed can stand the critical eye of inspection, can hold up under extensive research, and can show success to such an extent that society and the individual involved are reaping benefits.

The critical eye of the public now falls upon the revocation hearings on both probation and parole cases and it will soon fall upon pre-sentence investigations as they become available to the client. The public is going to take a careful look at the decision-making process. The decisions that probation and parole officers make are decisions of major importance to the client and to the community. They affect the client's freedom by pointing out to the court or to the parole board the various factors of the case that will swing the pendulum one way or the other. They also affect the protection of society through the judgmental decision as to when a man shall be removed from the free community and incarcerated.

The decisions of parole officers are of high visibility since the activities of their clients are always newsworthy and constantly visible to the public. The newspapers do not carry the story when a marriage counselor fails to reconcile a marriage problem, and the couple he was working with files for a divorce. They do not print the story when an adoption fails to work after a welfare worker has been counseling with the family for a number of months. The name of the welfare worker will not be mentioned when an ADC mother gets pregnant again nor will the name of a psychiatric social worker whose client is released from the mental institution only to become mentally ill again after returning to the community. On the other hand, when a probationer or parolee violates a trust, the press, radio, and television are quick to let the public know that this individual has again violated the trust that has been placed in him by society.

The accountability for the many decisions that a parole officer has to make is within a highly organized and tightly controlled structure.

As the protection of society is involved and the client's freedom can be in jeopardy, the officer is accountable to the client and to society. He is also held accountable for his decisions by the others who share control of the client, such as the police and the court. They depend on him and hold him accountable for the decisions he makes. In the future the general public will become increasingly aware of the type of decisions that are made by individual probation and parole officers and as this occurs the need for more professional decision-making practices are of the utmost importance.

In addition to the decision-making function, there is a second function which is by no means of any less importance than the first. This is the probation and parole officer as a change agent. His function is bringing about change within his client. The public no longer is willing to tolerate the investigation and the surveillance role. Probation and parole officers must show them in an intelligent and logical way that they have a service to offer and that this service is to modify and change an individual's behavior. The public is going to demand that they, through the outline of a treatment program and the implementation of a treatment plan, bring about some sort of modification or change in the individual which will keep him from involving himself in anti-social behavior; behavior which will bring him to the attention of the courts again.

Even though this is not a completely new role for probation and parole officers, since they have been involved in rehabilitation efforts for quite some time, it is a more active role. In the past, either through an unwillingness or a lack of real identification in the treatment field, or perhaps a lack of knowledge about what there was to treat or what could be done to bring about change in a client, the probation and parole officer has usually remained on the sidelines. It is not necessary to take every client from A to Z during his parole period but if he is operating at the A level, perhaps he can reach at least the F or G level in a treatment program.

Many suggestions have been made on the best approach to the treatment of the offender and some exciting experimental projects are now underway. There seems to be a drifting away from the psychoanalytic approach and perhaps this is good. People have been labeled as psychopaths, sociopaths, character disorders, and many other things for too many years. The mere labeling with no treatment has been one of the dilemmas. William Glassner's "Reality Therapy" may have something to offer. Various other men are working in the field of behavior modification and program learning. All of these approaches may open new doors in the treatment of a probationer or parolee.

The question then is what should be done to prepare probation and parole officers for this change. The public will soon demand that these officers redefine their role and reassess their function. A beginning has been made in Kansas and in Missouri. On the campuses of the universities in both states, the probation and parole officers are beginning to involve

themselves in training programs. However, no matter how elaborate the training program may be, it will not be effective unless the officers go home and apply what they have learned. The end then lies with each officer as an individual and the effort he makes toward self-development. He must be interested in new procedures and willing to change some practices that are deeply instilled through long usage. Ideas that would not have been accepted a few years ago are now accepted.

There are two failings in most probation and parole officers. One is an unwillingness to read. An official recently remarked that, "If you can read and do not, you are no better informed than the individual who cannot read at all." The officer should know what is going on, what is happening. The second failing is a reluctance to change. The probation and parole officer must be willing to do, willing to change, willing to experiment, willing to try, and willing to listen to ideas that may sound completely far out and in direct opposition to the accepted practice. He must be open to change.

These failings must be corrected. The public is not going to tolerate crime in the streets. Unless probation and parole officers can show that they are offering a service where professional decisions are made and the behavioral patterns of their clients are changed, they may be out of business. The final outcome is really in their hands. They must meet this great challenge.

COMPLAINTS ABOUT PROBATION AND PAROLE:  
THE AGENT'S ROLE

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The relationship between criminals and society presents peculiar problems that tend to increase the frequency and intensity of complaints. Thus, people who work in corrections must be not only public officials but also people with a more specialized training in human behavior and in the social sciences.

An understanding of psychological theory can help the probation and parole officer to understand the relationship between crime and society and this, in turn, might help him to understand his role in the field of corrections. Perhaps one of the greatest psychological observations made by Sigmund Freud (the founder of psychoanalysis), was that opposing and mutually contradictory feelings, thoughts and attitudes toward the same subject or object could exist simultaneously in a human being. He called this phenomena ambivalence and asserted that it existed universally in human beings. He postulated the presence of mutually contradictory feelings since very early in life, before a child learns to think logically, there is nothing unusual about this contradiction. That this basic way of dealing with feelings (ambivalence) persists in adults can be seen, for instance, in dreams where it is not at all unusual to be in two places at the same time or even to be two different persons. If this phenomena occurs in individuals, it should also be found in society as a whole.

The more primitive an emotion is, the less logical it will be and, therefore, the more ambivalence the individual will experience about it. Crime is something pretty primitive and tends to provoke some basic reactions, therefore, it should not be surprising that very often people experience at the same time contradictory feelings and thoughts about it. People are, as a whole, strongly ambivalent about crime. For example a woman who had gone to see the movie "In Cold Blood" was talking about how sorry she felt for Perry Smith, since he was such a crippled pathetic fellow and how she didn't like the other fellow who was so "cocky and smart alecky." Yet, when she was reminded that Perry was the one who killed the family, she angrily remarked "Yes. . . he got off easy. . . they should have tortured him before they hanged him." This woman, who was certainly not a cruel person, was reflecting the ambivalent attitude of society about punishment and rehabilitation.

One can see the same ambivalent attitude in the family of a criminal. A wife, for instance, might complain bitterly about her husband being in prison only to change her attitude as soon as he comes home and start demanding that the parole officer "do something" about his behavior. Often this "do something" means send him back to prison.

This same ambivalence is also apparent among those working in the field of corrections. Traditionally, those agencies involved in the cycle of corrections--police, courts, probation, institutions and parole--have been independent from each other but in many cases they are not only independent but also contradictory in their goals. The police, for instance, often complain about how courts are working against them. A typical example is the present controversy about recent decisions of the Supreme Court concerning arrest and seizure. Everyone agrees that it is basic to our democracy to protect individual rights but the protection of individual rights becomes bothersome to some people when it applies to criminals, or when it makes a particular job more difficult.

Similar contradictions take place between police and prosecutors on one side and parole officers on the other. For instance, county attorneys who would usually insist on prosecuting certain offenders following the principle that no one should be incarcerated without a fair trial are quite willing to drop charges in exchange for the parole officer's action of returning the parolee to prison as a parole violator for an alleged offense of which the parolee has not been convicted by a court of law.

These mutually contradictory opinions and feelings are also present in the field of probation and parole. In addition, the functions of the probation and parole agents are further complicated by the numerous and conflicting roles which are imposed upon them. Some of the people in the field of probation and parole have written about their experiences in the last fifteen to twenty years, and there is quite a lot of confusion expressed in their reports. For instance, in a paper in Federal Probation in March, 1966, a supervisor of probation writes: "I have been a probation officer for two years and I am still not sure what the job is all about." In a book entitled Sociology and the Field of Corrections, Professor Ohlin describes three kinds of probation officers: (1) the punitive agent, who sees himself as a guardian of middle class morality, (2) the protective agent, who vacillates between protecting the offender and protecting the community, and (3) the welfare worker who sees to the offender's well being. In September, 1960, Mr. Hardman, a probation officer, wrote that the following are common roles of the probation officer--employment agent, vocational counselor, marital counselor, school counselor, psychiatrist (junior-grade), street corner watcher, sheriff (deputy grade), father confessor, and moralist. Anyone who would attempt to fit into all of these roles could not possibly satisfy all the people all the time and would necessarily provoke the dissatisfaction and complaints of at least some of the people some of the time.

But there is an even more basic contradiction in the role of the probation and parole agent. This contradiction is clearly shown by the Wisconsin studies which appear to be the most complete studies of the role of the probation and parole agent available. After interviewing in depth most of the probation and parole officers in the State of Wisconsin, it was found that the probation officer likes to see himself as a probation and parole officer rather than a social worker and sees as the basic dilemma of his role the protection of society versus the welfare of the individual. Furthermore, the same study has also shown that experienced probation and parole agents solve this dilemma in favor of society and do not consider themselves social therapists. The experienced probation and parole agent rejects the usual assumptions of case work and psychoanalysis and takes a clearly moralistic role. For instance, the opinion of 51 percent of the probation and parole officers of Wisconsin was that 80 to 90 percent of the offenders were wrong and perhaps only 5 to 20 percent of the offenders were sick. If the findings in Wisconsin are also applicable to Kansas, the experienced parole and probation agents in Kansas see themselves as primarily concerned with the protection of society.

To recapitulate, ambivalence is a basic human emotion. Crime, being a primitive expression of behavior, provokes strong contradictory feelings and these contradictory feelings are experienced by society at large, by the criminal and his family, and also by those working in the field of correction. In addition, probation and parole agents assume a role that is not only loaded with ambivalence but also with poorly defined and confusing expectations about their role. These circumstances naturally lead to complaint.

What is a complaint? Webster defines a complaint as an "utterance of pain, discomfort or dissatisfaction." Thus, complaints can cover a broad territory and everyone who comes in contact with people must deal with them. People complain when they are dissatisfied and it is easy to see that people caught in an ambivalent situation must always complain. After all, regardless of what a probation and parole officer does, he can only satisfy one side of ambivalence at any one time. For instance, if society at large expects the criminals to be punished and yet also feels sympathy for them, therefore, expecting compassion and rehabilitation, they will complain about the officer's role whether he is harsh and punitive, or benign and inclined toward rehabilitation.

In the case of the wife of the criminal mentioned earlier, it is apparent that at the same time she wishes her husband to be good, kind and considerate, she also gets some pleasure out of his being nasty, irresponsible and child like. Unfortunately, it is easier for most people to blame others for their own difficulties than to blame themselves. This wife will naturally be inclined to project her dissatisfaction into someone else, in this case into the probation and parole agents. Regardless of whether the officer is responsible for the husband being incarcerated or responsible for his being returned home, one of the wife's feelings and wishes will be dissatisfied.



Another kind of complaint with which probation and parole agents often deal are those coming from the police. These complaints result from slightly different reasons. Police officers are chronically unhappy with the lack of recognition they get for their labors. Complaining about criminals being turned loose soon after they are arrested is usually their way of expressing their unhappiness and asking for recognition for their hard labor.

The complaint from the probationer or parolee is the most common and at times the most puzzling and irritating kind of complaint. It deserves special attention and although there can be many sources for such complaints, they usually have some factors in common. Complaining is, for some people, a basic way of relating to authority, and those people are prone to complain to policemen, judges and practically all people in authority.

After all, the relation to authority is always a very meaningful one. Children learn to relate to people in authority in their homes and whether they later trust or distrust, respect or hate authority figures depends upon the kind of relations they are able to establish with the first authority they know, their parents. Any distortions in these relations with the parental authorities, will later be reflected in methods of relating to authority as adults. Some people go through life with a basic mistrust and a basic anger toward authority and this mistrust and anger is present regardless of how people in authority treat them. In some ways, they repeat as adults their experiences as children when they actually may have had a reason to be suspicious and angry. This theory is based on a principle in which psychiatrists believe, that we become as adults what we were during our childhood and attempt to repeat as adults the same kind of conflicts that we had as children. There are, for example, some chronic complainers whose emotional need to complain is so great that nothing, not even the clearest evidence of reality and good judgment, could stop the complaining. This is a common pattern of most law breakers. They have a very ambivalent relation to authority, constantly needing to test the limits that authority places upon everyone. They seem to be looking for punishment only to turn around and complain about the unloving, harsh way they are being treated. Breaking the law, being punished and complaining about the punishment is an unbreakable cycle of behavior present in these people.

As a rule, the victims of criminal behavior are the least prone to complain, with one exception--that of creditors. Puzzling as it seems, there is a reason for this. Although the victims have been hurt the most, they are, as a rule, not ambivalent. They have been hurt and can accept the reality of the damage inflicted upon them because of a lack of mixed feelings. That creditors are complainants also makes sense since usually they have granted easy credit in an attempt not to help but to take advantage of the law breaker. That they ended up being victims of those that they were

planning to take advantage of is, of course, frustrating and leads to complaints. The same principle applies to victims of bad check writers or confidence men.

An understanding of ambivalence can be helpful in dealing with complaints. The characteristic that makes dealing with complaints most difficult is that they tend to raise anger, among other reasons because they are, themselves, an expression of anger and according to the principle of "an eye for an eye" people tend to respond to emotions with similar emotions. The "professional attitude" is helpful in counteracting this tendency. It is important to realize that, no matter what appearances are, the complaint is never directed toward the officer as an individual, but rather as a public servant performing an official function. Therefore, receiving complaints is a part of his job and not a personal situation in which he has been unjustly attacked.

Complaints always have a meaning no matter how illogical the complaint might sound. Searching for that meaning is not only fascinating detective work but may turn out to be useful to the complainant. To understand something usually means to gain the ability to cope with it. If in addition to understanding the officer can manage to pass on this understanding to the complainer he might be of real service to him.

Confusion often exists in the role or roles of the probation and parole agents. Confusion leads to frustration and impotence. These feelings of frustration and impotence make the probation or parole agent more vulnerable to complaints. Thus, anything that can be done to better define the probation and parole agent's role would also increase his effectiveness in dealing with complaints. If, after the probation or parole officer clarifies his own identity, he also manages to communicate that role to the people, he will achieve a greater understanding of his role and therefore make the demands coming from the people more realistic and less frustrating. Considerable efforts should be made to improve the capacity of the probation and parole agent to find his own identity and once found, to maintain it and reinforce it in the difficult situation in which he works. Seminars, courses, supervision and consultations for agents working in isolated areas would be of great value. In addition, an extensive and well planned public information program would be of great help in communicating the role of probation and parole agents to the public and making possible better relations and less complaints.

What should the role of the probation and parole agents be? Mr. Hardman, a probation officer, gives one definition in the September, 1960, issue of Federal Probation. He sees a threefold role of being (1) a social consultant to the courts; (2) an integrator of services; and (3) an expert in the use of authority to the parolee.

As a social consultant to the courts, the agent needs to expertly analyze and advise the courts as to the assets and liabilities in the community

that may or may not prove useful in the rehabilitation of the offender. It is important to remember that the function of the consultant is to advise and not to decide; therefore, if the advice is not followed, there is no reason for dissatisfaction.

As an integrator of community services, the probation or parole agent is a go-between agent between his client and the many community agencies that may be of help to his client. His job is that of a salesman with a double mission, that is, to sell his client to the agencies and the agencies to the client. It is a job that requires a great deal of knowledge of both the client and the agencies as well as considerable powers of persuasion and a deep conviction of what one is doing.

Finally, as an expert in the use of authority, the highest efforts are demanded of the probation and parole agent because he is expected to make or at least recommend decisions that will deeply affect another human being. He needs to make these decisions on an objective basis influenced only by a conviction that he is doing what is best for his client and for society. This is the role where the biggest pressures from within and from without are inflicted upon the probation and parole agents and, of course, also the source of most complaints.

Listening to complaints is one of the most important functions of a public servant. One of the pillars of a democratic society is the fact that people choose their own authority and, therefore, along with the responsibility of having been elected or appointed to a position of authority and service, comes also the duty of being the recipients of the anger and frustration that people experience in their transactions with society and even more the duty of helping those who find dealing with society most difficult.

Complaints will always exist--they are part of human nature, and cannot be eliminated. They should, however, be understood for what they are--a cry for help. The officer should then be able to understand that he is not someone who has been attacked and needs to fight back but is someone important from whom help is being sought. This change in attitudes should allow him to work more effectively and to find a great deal of gratification in that part of his job which usually has been considered a very frustrating one.

APPROACHES TO  
INDIVIDUAL AND GROUP COUNSELING

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The key to counseling is in helping people. Counseling is not defined by particular behavior or any particular attitude or way of operating. Everybody behaves differently as a counselor from every other counselor. The only thing counselors have in common is the fact that they all try to help.

It is not enough just trying to be helpful. People who want to help and who do not know how to do so probably do more damage in this world than people who do not want to help. Unfortunately, knowing how is a difficult process. In order to become a counselor a person has a lot to learn. But even after one becomes a counselor there is always something new to learn with each client.

There are many different things that one can do in counseling. There are many things that should be done and there also are a number of things that are strategically wise or unwise. A counselor must adapt his own behavior to the individual case. Listening, reflecting, leading, asking certain kinds of questions--all these are useful but are not appropriate in some cases. This is what makes the field difficult. Counseling is a difficult job because one has to feel out the other person, sort out what is going on, and try to determine the kinds of behaviors on the part of the counselor that have the best pay-off in helping the client.

Not only this but every behavior in counseling has a price and one usually has to pay it. One cannot be useful and helpful and also get away from paying that price. What is meant is that sometimes a particular thing or behavior may be worthwhile in the beginning of counseling and yet later it will make things difficult. The kind of things that the counselor should do in order to help a particular client at one stage in the client's development may not be appropriate later on in the client's development. There is a tremendous need for flexibility in behavior on the part of the counselor.

A common sense point of view is preferred towards trying to understand what the counselor does. You may call it strategy if you like. There are certain kinds of strategies that will be useful at some stages of counseling--other strategies at different stages. Then there are strategies that are worthwhile for certain kinds of people but not for others.

How does one figure out what kind of strategy to adopt? There are two basic rules to keep in mind. The first rule is to listen to people.

The sub-rule under this is not to believe all of it. Deciding how much to believe and how much not to believe is essential in trying to piece together all the information and in trying to make the best judgment. One can probably be wrong a good portion of the time, but that is part of the game.

The second rule to keep in mind in being a counselor is that it is not too important what one does first. What is important is what one does about it afterwards. Everybody makes mistakes and wrong judgments; no one can know for sure what is going on inside of another person. The important point is what one does about it afterwards. Sometimes, usually when one is a beginner, or when one is faced with some kinds of clients, the process is tricky, and one is prone to losing a client with one little error. One feels that one wrong statement or one wrong guess may sever the relationship. This is probably the reason why beginning counselors very often use the strictly nondirective type of approach, and there is some theoretical significance behind this in terms of strategy, and perhaps this is the initial strategy that one should adopt until he knows better.

However, having made a mistake what does the counselor do about it? Is he able to admit the error? Is he able to look at and try to understand what went on in the particular relationship to create the conditions where this occurred? In other words, does he review his own behavior and try to do something about it? And in reviewing his own behavior one comes back to the first rule--the only way one can assess his own behavior is to listen very carefully to the client and to himself to observe the behavior of both and to try to assess precisely what happened.

There are some rules of thumb that we can add to this list. They are not major rules in the sense of the other two that were mentioned. For example, counselors must give their clients something useful, even if it is only hope. And one should not play down the importance of hope. In some cases it may be the most important thing that counselors can give people. In this way they can be encouraged to go out and apply themselves to correcting whatever problems they may experience.

Another rule of thumb is to work very hard at trying to understand people. Completely understanding any one person is probably impossible, but at least the counselor must try. The counselor must try to be aware of as many possibilities of explanations for behavior as he possibly can be. He must be able to consider a wide range of possibilities so that he can adopt more than one position when looking at a particular individual. In this way he has some choice as to how to see the client and his situation.

A counselor does not need to have all the answers in order to help a person because they are working together. It is the client's job to make some decisions and it is his job to work out some things for himself.

The counselor's task is to help him along to the point where he can make these decisions and where he can act effectively. This is how the answers come out. Maybe the theory tells us what are the best answers for many people, but what counts are the decisions that are useful to the client. Counseling is a two-person situation. It is a relationship between two people working essentially towards the same goal. The job, then, of a counselor is not to have answers but to get to a point where a person can make some decisions and decide on some answers and then follow up the consequences of these decisions. Suggestions are helpful, and counselors often get into a position of teaching people. One of the basic problems is that counselors often tell people what to do without meaning to or without trying to, and there seems to be no way to avoid this except to try to be aware of what it is that one is doing in this situation. Suggestions, however, are not the most helpful way of counseling. The best kind of counseling makes use of the relationship between two people working together.

What is the value of group counseling. There are advantages and disadvantages in group counseling. Groups are more difficult to organize and more difficult to manage in terms of getting them to talk about personal, emotional subjects. On the other hand, once the counselor has managed to get them together, it is often easier to get something accomplished. The job of the counselor is easier in a group in the sense that there are more people, and if they all interact, he can observe a little more without having to feel like he has to do something or take the initiative all the time. But at the same time, it gets more difficult in the sense of having more people to observe all at the same time.

One distinction is important--an aggregate is not a group--an aggregate is a bunch of people sitting around. A group is something special. These are people who have some kind of emotional investment in one another. It is difficult to transform an aggregate into a group. The aggregate becomes a group when they can agree to try to communicate with each other regardless of the kind of communication. Not everyone is aware of this agreement when it happens, but when an aggregate becomes a group it is a kind of happening--it is there. One does not necessarily have to feel this to make it happen but it becomes easier for the counselor.

One important strategy in working with groups is to foster among the members of the group the responsibility for one's self. The first step in this is to get them talking to one another, and then gradually the counselor can become part of the discussion. The counselor's job is not to provide solutions for individual problems but rather to listen and to ask questions and to suggest possible consequences of the action that the clients intend to take. Once they get the message the clients are basically on their own.

In dealing with problems where one individual manifests behavior in a way different from all of the other members in the group, or cases where one individual is totally oppositional or hangs up the group, the best way is to employ the group in dealing with this person. If the counselor attempts to deal with him before the aggregate becomes a group, then he runs the risk of delaying the group happening. But if he attempts to deal individually with a group member after the group has "happened," he can expect the group to withdraw from him or even turn against him since he would be liable for his action to the other members of the group and because he had stepped on their prerogatives.

The counselor must make allowances for certain things in attempting to foster a group happening. One is the freedom to assert self-responsibility and group responsibility. That is, there must be freedom for the individuals to deal with themselves in that room at that time.

There are special problems involved in bringing people together. The composition of a group depends on the ability of the counselor to handle them. There are many alternatives. One can mix problems, mix sexes, and so on. If the counselor has gathered together a group with one kind of problem it usually is easier to get them to talk about it and thereby to share experiences. If the counselor might try to gather together a group that is not complimentary in terms of the strengths and weaknesses of the individuals, for example, a group that has nothing but individuals with strong attitudes--that is, dominant types--can easily disrupt the group process. However, if the counselor has invited people to the group who have strengths that can help counter this, then the dominant type of person becomes a healthy force in the group.

The way to learn how to do group counseling is to do it under adequate supervision. There is no substitute for practical experience. Training institutes on group counseling or therapy and techniques are often helpful. Another aid might be periodic quarterly one-day institutes. These institutes are useful in that they can help a person begin thinking about his part in the group process and they can help him review what he has already learned. Yet, there is no substitute for actual interaction with groups and there is no substitute for ongoing supervision while one is working with groups.

Basically then, group counseling and individual counseling are important tools for anyone who would like to be helpful to people. Like any powerful technique, learning how to be a counselor is not easy; in fact, it can be a lifelong process. And like any other technique, both individual and group counseling are not panaceas--they are not the solution to every kind of individual problem. Some people do not respond at all; nevertheless, they are useful and worthwhile techniques and should be employed much more widely than they are at present.

COMMUNITY PROGRAMS FOR DELINQUENCY:  
A VIEW FROM THE INSTITUTION

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Large state institutions of whatever kind or nature do not have many of the answers to the problems of the delinquent. Furthermore, the prospects of additional aid for large state programs are not too optimistic. This attitude is based perhaps on the fact that these state institutions do not have the answers to many of the pertinent questions. And yet, more and more delinquencies are committed by young people. This is certainly indicated in the news articles these days. The President's Task Force Report: Juvenile Delinquency and Youth Crime presents some very profound statistics. In Kansas, these statistics have not been taken very seriously. The statistics show that one boy in either six or nine, by the time he reaches majority, will have been before a juvenile court. How this is going to affect community programs for delinquents is difficult to say.

Community programs for delinquents are really extensions of community services. Such programs, particularly for those boys under 16, tend to exhaust community resources. This usually happens in cases where these boys must be removed from their own homes. The community programs for delinquents function as an alternative to some other kind of treatment.

Community programs are severely handicapped by lack of extensive facilities, and consequently they cannot handle all of the youngsters from the 16- and 17-year age groups. These programs have also received social histories and commitment forms from other age groups, and although these cases may merit juvenile treatment, they cannot be handled as such.

There is a need for some kind of adequate screening process. The courts and the state should take this aspect into consideration. Although most community programs do provide for screening to some extent--the fact remains that in adjudicating 16- and 17-year olds, the state does not have adequate facilities with which to handle them.

One case particularly illustrates this point. This concerns a boy who was released about two years ago. He was about 14 at the time he was returned home. He enrolled in school although he displayed some limitation in his ability to adjust in school, and arrangements were made with a social worker and a prospective employer to help him in his adjustment period. His adjustment was such, that he was recommended for release from his parole status. His discharge was a mistake, for he later got into trouble by stealing some articles from a farm. He was then recommended for recommitment by the county welfare department.



In this case, the community program had failed in their efforts to communicate with the county and impress upon the county welfare workers the need for continuing rehabilitative efforts with regard to the boy. He was a boy that needed contact. When he was discharged, he did not have anyone to report to or anyone who took the time to talk to him alone. He felt alienated and thought that no one was interested in him. Although there were people who were genuinely interested, he could not see this because of his own inadequacies. Furthermore, during the time he was confined, he had a longing for some news of his father. Simply knowing where the father was, even if he was out of town was a source of comfort to the boy. Tragically, right after the boy's discharge, the father contracted cancer and died. Problems also arose from another quarter. His older sister who had previously given birth to three children out of wedlock, had kept these children in the home. The boy heard all sorts of indirect things about this--in school and in the community--that made him feel the stigma of problems within the home. In addition, his younger brother was severely injured in an accident.

This case illustrates the need for community programs related to discharging boys on the recommendations of the local agencies, county welfare departments, and other agencies in the community. Boys need to remain in contact with such programs over a long period of time, and in many instances they need to receive assistance through their adolescence. Certain youngsters in need of these services are academically retarded. Oftentimes very little is being done in the communities to cope with these kinds of problems.

There are a number of positive steps that most communities can take if they will do so. The school system seems to be the most fruitful place to begin, particularly in the small communities that have few other resources. When the school system is not adequately equipped to meet the early learning problems that a child brings to school with him, or to read early signals of distress at home, a cycle of deterioration is set in motion as the youngster is promoted from grade to grade in keeping with his age group. Before he can master the task, failure becomes cumulative. With increasing school failure, many youngsters develop a tough indifferent facade which may give the impression that they do not care about their conspicuous failure in school. The child probably does care a great deal. Even if the academic failure itself does not matter much to him, the loss of self esteem does. He finds himself branded as a slow-learner or a goof-off. The school typically acts in measures that reinforce this rejection by assigning him to a special class labeled for slow learners, by excluding him from participation in extra-curricular activities, by overlooking him in assigning prestigious school tasks and responsibilities. The child, in self-defense, reacts against the school, perhaps even openly rebelling against its demands. He seeks out others like himself. Being unable to succeed in being educated, he cannot afford to admit that education is important. Unwilling to accept the school's humiliating evaluation of him, he begins to flaunt

its standards and rejects its long-range goals in favor of conduct more immediately gratifying. His conduct may not at first be seriously delinquent, but it represents a push toward more destructive and anti-social patterns of behavior. Moreover, it takes the form of repeated truancy and increasing restlessness that ends hope of academic improvement. Ultimately it leads to dropping out or being pushed out of school. The way in which the school responds to early signs of learning or behavioral problems will quite likely have a profound influence in either diverting the youngster or propelling him along the path to serious delinquent behavior.

Not all teachers have trouble with difficult children. Those who are sensitive to what lies behind the disobedience will adopt a firm but positive attitude that allows the task of learning to be carried on. Other teachers will simply submit to or ignore as best they can the commotions and disruptions in classroom routine--an alternative that may avoid head-on conflict, but at the same time deprives the youngster of instruction even when he chooses to accept it. Still other teachers and administrators assume the right to unquestioning obedience. This results in a ceaseless conflict between the teacher and the pupil.

The child's assertions of autonomy are dealt with by the teacher and eventually the school administration as simply negative behavior to be dealt with in a variety of ways. Labelling the youth a trouble-maker and excluding him from legitimate activities and sources of achievement has a tendency to reinforce his rebelliousness and resistance to school authority. Nor is it easy for him to reform. His grades are lowered because of his misconduct. Because of his assignment to a special class, a stigma is attached to him. Records of his misbehavior are passed on both formally and informally from teacher to teacher, and there is no way he can live down his past. The concept he forms of himself is one of an outsider, a non-conformist. This idea takes on added importance. There is no other source of public recognition for him except this negative image. This image may look attractive to him and he may adapt his behavior to fit the labels applied to him. In a sense, he cooperates in actually becoming the delinquent he is said to be.

There are numerous ways by which school teachers could adapt themselves to meet these problems. They could, for example, learn more or better ways to cope with the child who arrives at school not fully prepared to receive an education. Instead of assuming a low level of intelligence on the part of the child and consequently lowering expectations of his achievement, they could help him become better prepared. Better methods could also be found for determining his ability earlier and for encouraging him to achieve his full potential. It is also important for schools to learn new ways of understanding and controlling such a child. Methods of dealing with behavior problems should avoid the premature labelling of a child as a trouble-maker. Such labelling serves only to reinforce his misbehavior patterns.

From the institutional standpoint, problems begin to develop rather early in the child's life. With good perception on the part of the teachers, many of these problems can be detected. The schools can assist through their counseling staffs. Funds from the Elementary and Secondary Education Act are available for this purpose--to put counseling services into the schools where the conduct of the child and his learning difficulties can be caught earlier in life so that something can be done to help him. There are other community sources, particularly the churches and recreation programs, which are helpful.

The present status of the Juvenile Delinquency Prevention Act of 1967 is particularly relevant to what has been discussed. The bill passed the House last year and is now in the hands of the Senate conference committee. There are differences of opinion as to the reason for granting these funds, and as to the particular recipients of such funds. The original bill calls for an outlay of \$25 million in grants to states for new and innovative type programs. The federal government has recognized the desirability of helping community-based programs. The original outlay consists of \$25 million for the first year, then increasing to \$75 million for the second and third years. These grants would be allocated to states on a population basis. The question of who is going to administer the grants still has to be determined by both houses. One of the houses feels that the local community should do this, and the other feels that the grants should be administered through a state agency. The grant provides for up to 75 percent of the costs incurred by projects and programs for diagnosing, rehabilitating, and treating youths. Money will be funneled into the states for programs in staff training, staff development, and other projects which are geared to reach the youth. The funds will also cover up to 50 percent of the cost of building construction. Although the joint commission observed that the Juvenile Delinquency Bill has not advanced as far as the other crime control bill--the Safe Streets Bill--it is showing signs of progress.

Halfway houses and group care homes have a lot to offer. Methodist Youthville is now setting up a group care home in Dodge City that will accommodate about eight children. There is some discussion about opening another unit in Liberal. There is also some discussion about a Denver group setting up a similar arrangement in Wichita. In Lawrence, there is at present a small group care home accommodating about three children, which does not meet the needs. In Topeka, a community youth home has been set up to handle less than nine cases within institutional standards. The facilities at Atchison have been open for three years. In its first year, it handled 13 boys in two ten-bed cottages. In the second year, it received 20 boys, and this year it still accommodates 20 youngsters.

The boys that are presently in residence have been out of school for varying periods of time. They either dropped out of school or were asked to leave. They were screened into the program after they had been in the program at the Boy's Industrial School, and although it was not

originally intended, the staff at Atchison is quite proud of the fact that six of these boys are graduating from high school this year. Two of the boys have enrolled at Western University, and one has already been accepted.

The social histories of these two boys merit some consideration. One of the boys is a state ward. His brother is also with him in the Atchison home. He was the second of seven children. The parents were divorced in 1963, and the youngsters were made state wards in November of 1964. One of the older girls was in the Girls Industrial School for a period of time, but the other six children were sent to the Lifeline Children's Home in Kansas City. One of the two boys could not adjust and ran away. He went back to his home community and was placed for a time in foster homes, where he also could not adjust. He finally went under the care of the Atchison staff. The other boy went into a foster home from the Lifeline Children's Home. He was later transferred to Atchison. The boy had attended school in his hometown throughout the school years. His academic record is full of transfers and repetitions. Finally in Junior High, he quit school after about two months. The education report stated that he could be a "B" student with a minimum of effort. He has an I.Q. of 116 and a battery median of 11.1. He displayed an extreme lack of confidence in himself. He went out for football in his first year and felt so little confidence in himself that he dropped out. This year he was a fullback on the high school football team. He recently took the college ACT test and received a composite score of 21. A composite score of 17 usually indicates that an individual has the ability to go on to college and successfully complete a college education. At first it was difficult to get the boy to adjust. Today he has settled beautifully into his program and is one of the affiliated captains of the basketball teams.

The other boy that also will be going to college is the third of five children. His father was a farm laborer. The mother deserted the family in 1963 and the care of the children was split between the father and the grandmother. The boy ran away from his father's home, moved back and forth between a couple of towns, and eventually ended with his grandfather in another state. When this home situation was not successful, he was placed in a foster home. When he finally came back to Kansas, he was made a ward of the court. He attended schools in Iowa, Nebraska, and two towns in Kansas. His I.Q. Test shows a score of 103 in potential which is in the bright-normal to superior range. He also had a test battery median of 10.2. In taking the ACT Test he obtained a composite score of 20. His recent grades reflect his potential. He recently had a B in Psychology, an A in Botany, a B- in English, a B+ in Business Economics and a B+ in Geometry. This certainly seems to be an astounding kind of record for a boy who changed schools so many times. He is a defensive half-back on the football team; he has also lettered and is a good basketball player. Through athletics, the staff was able to reach this boy.

Twenty of these boys are in the Atchison school system--some in junior high and some in senior high. This kind of thing cannot be done on the level of large-state institutions. Communities could establish similar programs within their own environments, thus keeping the youngsters in school and keeping them involved in community activities. All this can be effected at very little cost to the communities.

Current expenses at the Boys Industrial School runs to about \$13.50 a boy per day. The Atchison staff is operating on an annual budget of under \$50,000. Expenses for the boys this year will run just under \$2,000 per boy, while in the Boys Industrial School it reaches up to \$4,500. The use of community resources can reduce costs tremendously.

Efforts at getting the cooperation of citizens in the operation of these community programs have not been enough. A recent article in the Kansas City Star quoted the Director of Juvenile Services in Kansas City, Missouri, as saying that the problem of dealing with juvenile delinquency in that community is an impossible one if it is to be financed by voluntary funds and tax dollars because the supply simply is not there. He therefore recommended the use of volunteer advisors on a one-to-one basis with youths referred to the juvenile court. Again, professional services are needed for those with deep underlying problems. The mobilization of community resources including funds, service clubs, and civic groups, can be a very big help in this matter.

## THE USE OF VOLUNTEERS IN THE PAROLE PROCESS

Devon Knoll  
Parole Officer  
Kansas Board of Probation and Parole  
Topeka, Kansas

What are the advantages and disadvantages of the volunteer system in the probation and parole process? By definition, a volunteer in the correctional process is an individual outside of the jurisdiction of a case who offers his talents and time to help rehabilitate convicted offenders. The volunteer does not replace or substitute for the parole officer, but, rather, supports him in his administration of parole matters directed toward a rehabilitative goal. Ultimate and final decisions rest with the respective court or board and its assigned officers.

In the selection of volunteers, it is an impossible task to try to become a complete personnel officer and research in a very detailed way every applicant who wants to volunteer as a sponsor. It would become an administrative setback if the credentials, police records, credit ratings, and reference materials of each volunteer had to be thoroughly checked. Fortunately, in many cases the parole officer is already familiar with the volunteer or his credentials because of his position in the community. For volunteers who are not known to the parole officer, the initial interview might provide significant information. Parole officers are trained and experienced in interview techniques, and generally know how to make value judgments. Consequently, they should be able to detect a prospective volunteer's interest, understanding, sincerity, and other qualities during the initial interview. Normally, the interviewee can be expected to express interest in the nature of the duties which would be assigned to him as a volunteer. Occasionally a volunteer may not be suitable for the work required of him. He may be an authoritarian person who will try to dominate those he is supposed to assist. His presence in the volunteer force could be detrimental to the system. In the initial interview, the parole officer should attempt to identify such an authoritarian and discourage his participation by mentioning that volunteers have no deputy powers, or powers to arrest, or revoke paroles. It is important for the volunteer to understand that the power to punish--to take punitive measures--rests solely with the public officials. An authoritarian volunteer might reveal the detrimental aspects of his character when he inquires about a badge or certificate, or talks about the detective organizations he belongs to, or mentions the false whip antenna on his car. Such persons can be refused volunteer status outright by the parole officer or they can sometimes be convinced to "dropout" of their own accord.

In assigning cases, it is important to attempt to match compatible personalities--perhaps on the basis of a common hobby, social problem,

religion, or athletic interest. The volunteer does not necessarily have to be a member of a particular age group. Sometimes a young volunteer will have good rapport with a young client. Nor does he necessarily have to be within the professional or business occupational groups. Middle-class individuals also have substantial talents that can be utilized. For example, a carpenter might be able to provide employment or transportation to the job, social recreation, or other services designed to bring the client into contact with a wholesome environment and perhaps even contact the family unit.

The Board of Probation and Parole refrains from accepting volunteers who are related to clients because of their lack of objectivity. It also refrains from selecting the immediate relatives or friends of parole officers, since relations might become strained in such a setting.

While volunteers are useful, too many volunteers can create a vacuum of delayed decision-making, as each of the volunteers waits for the other parties to make their preferences known. An exhausted or confused parolee who will assume little or no initiative sometimes results from this type of situation. Too much counsel can certainly be hazardous, too. In our "society of achievers" too frequently the clients are not allowed to recognize their limitations. Instead the attempt is made to inspire them to achieve more than they are capable of. Sometimes it is better for a janitor to realize that he is functioning at his maximum potential and would be better off remaining a janitor than he would be seeking a job with higher status and more taxing demands. Basic communication between the client and his supervisors is very important in preventing the parolee from manipulating the situation to his advantage.

There are no salaries or monetary rewards for the volunteer. However, the burden of his expenses might be cushioned if parole officers could reimburse him for incidental costs such as long-distant phone calls, transportation, and other essential items.

The initial meeting of parole volunteers should consist of an educational program geared to the parole officer, the volunteer, and the client. Roles should be defined, proper limitations on projected relationships stipulated, and goals and duties enunciated, so that the participants will feel more comfortable in their working relationships. One useful item in this connection is the "Volunteer Sponsorship Agreement Form," which is sometimes handed out at such meetings. This form has spaces at the top for the client's name, number, and title, together with a brief paragraph of explanation regarding the role of the volunteer. Included within this paragraph are the following six rules:

1. Volunteers do not substitute as parole officers in their normal jurisdictional duties, but rather support their counsel and efforts to promote useful and productive citizens. Ultimate decisions such as granting permits rest with the parole officer and the courts or boards exercising jurisdiction.
2. Volunteers should agree to report to the parole officers all significant developments.
3. Helpful areas of volunteer activity include aid in finding employment, housing, or counseling for the client. A suggested approach is to service the client as any other individual with human wants, desires, and needs.
4. The volunteer does not contract any form of liability other than supporting the parole officer in the administration of the parole conditions. Personal financial loans are discouraged.
5. Volunteers should agree to respect the confidentiality of individual cases.
6. The parole officer or other jurisdictional officer may terminate the volunteer agreement after an explanation of proper reasons.

Beneath these six rules there is a place for the signatures of the parole officer and the volunteer.

Parole officers who are separated from their clients by great distances can use this form to provide guidelines for volunteers dealing with parolees. Volunteers are not civilian penitentiary guards. They are citizens providing a social service in an attempt to eliminate the causes of an offender's criminal activity. Follow-up meetings may be helpful in reinforcing a volunteer's concept of his appropriate role. It may be helpful for the volunteer to meet with the parole officer once a month, or at the time of his client's reporting date. But whatever arrangements are made, the volunteer should recognize his responsibility to maintain communications with the parole officer.

Volunteers should be told that they do not contract any liability when they undertake their assignments. Their role is in supportive service and counsel for the parole officers and the clients referred to them. Full liability should always remain with the client to eliminate any scapegoating of responsibility. Volunteers should be reassured that they will incur no financial burdens as a result of their work. When clients fail, no opprobrium should attach to the volunteer, no stigma placed upon his record to question his preventative judgment.



Another suggestion for volunteers is that they refrain from becoming too intensely involved in the case assigned to them. Once the glamour and excitement of a new assignment wears off, the initial enthusiasm of the volunteer may remain, but it is not likely to continue at a high pitch. A client may mistake a less intense involvement later on as a sign that the volunteer has lost interest in him or is unhappy about his progress toward rehabilitation. Thus, zealotry at the beginning of an assignment may, in the end, have a detrimental effect on the client's attitudes and motivation.

The volunteer should be warned not to expect a client to show his "undying gratitude" for the sacrifices made in his behalf. Many parolees are psychologically or educationally unable to verbalize any form of gratitude. Knowing this, it might be helpful for parole officers to offer encouragement to volunteers from time to time--to let them know their efforts are appreciated.

One of the chief advantages of the volunteer system is that it lightens the burden of heavy case loads placed upon parole officers. Volunteers can frequently reach clients on a personal level in a way that would be almost impossible for parole officers. Many clients are unresponsive to the counsel of parole officers. Their attitudes toward authority figures are essentially negative. But the informal setting in which the client meets the volunteer may prove to be more conducive to producing a positive outlook. Use of volunteers also permits parole officers to remain somewhat detached from the affairs of their clients, so that their personal involvement will not obstruct their objectivity when making necessary decisions. Volunteers can help shy clients overcome their social fears by encouraging them to join and participate in various organizations. They can help clients find jobs, locate housing, plan budgets, understand religious teachings, fill out income tax forms--any of a number of common activities which might be unfamiliar to an individual whose background is severely restricted in these areas.

Clients with unrealistically high ambitions may be counseled by volunteers in the social and economic realities of American society. They may be shown that the leap from poverty to affluence is not an easy one and that it may even be an impossible one for certain individuals. Volunteers may successfully convince such clients to reassess their goals and perhaps lower their sights to more realistic objectives.

Volunteers may also be of great help in crisis situations, persuading clients not to take any rash action in response to frustration or difficulty. Often, they can successfully prevent crisis situations from arising by coping with small problems before they get out of hand.

To recruit volunteers, the parole officer may visit civic organizations such as the Masons, Jaycees, Chamber of Commerce, Knights of Columbus, and

other groups. Clubs composed of essentially retired persons are usually a good source of volunteers. Newspaper articles explaining the volunteer system and the need for volunteers have also been successfully utilized. Colleges and universities have a potential reservoir of volunteers among the student body--particularly among those working in the area of the social sciences.

While volunteers can be of tremendous help to parole officers, they should never be considered as a substitute for such officials. Their role is one of community service and, as long as they remain within that role, they can make significant contributions to the rehabilitation of parolees and their eventual integration into the society at large.

## BACK HOME PROBLEMS

Moderator

William E. Bain, Assistant Director  
State Board of Probation and Parole  
Topeka, Kansas

The "back home" session affords the opportunity for concerned personnel to meet in small, informal groups and to discuss those issues that serve as a source of frustration for the parole or probation officer. These problems may be intra- or inter-agency generated. They may be due to the jurisdictional limits of the correctional officer, or caused by a lack of cooperation within the individual organization. In other words, there are few limits as to what can be discussed in these meetings. Through the small group formulation of these problems, a committee of the whole can be convened and possible problem-solving activities facilitated.

### Group A

One of the problems that Group A members discussed was the lack of control that the correctional officer has over the parolee renewing friendships with those individuals who were a probable factor in his incarceration. How does the parole officer keep his client from returning to those old associations that may have served as a catalyst to his present problems? There was no easy answer. However, recruiting volunteers who would be willing to involve themselves with the parolees was suggested as one solution. A second matter discussed was that another choice--something in between total revoking or no punitive measures--is needed on a parole violation. The judge, however, may be able to solve this dilemma somewhat. When he hears the evidence relative to the case, he may elect to take the matter under advisement for a week or two. And during the interim period, the parole violator will be detained in custody. Employing this in-between measure may be particularly effective for those individuals who have never been incarcerated. A final topic of concern was inter-agency coordination of activities. But as one parole officer related, this difficulty can be minimized. In his county, all of the various agencies meet monthly in order to discuss problem areas and, in general, coordinate activities. In this county, both direct and indirect benefits have been realized from this arrangement.

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Editor's Note: The participants at the seminar were divided into eight discussion groups (A through H). At the conclusion of their meetings, each discussion leader was requested to present a five-minute summation of the major problems formulated in the discussion group.

### Group B

Several problems commanded the attention of Group B. First, was the designation of a sponsor as the client leaves the institution. The idea of a close relative fulfilling this function was largely discarded. It was felt that this practice interfered with the relationship between the parole officer and his client. This is particularly true in the case of the mother of the client serving as the sponsor. A second problem related was the parole officer's caseload. It was the consensus of most of the participants that the average caseload was too high. Smaller caseloads were suggested so that it would be possible for the parole officer to become more meaningfully involved with his clients. Paperwork constituted the third major problem. It seems that every few weeks there is a new form out, a change in an old form, or a new policy. The group members were well aware of the need for formalizing information, but it was thought that more positive efforts should be directed at keeping paperwork at a minimum. In connection with this idea, increased clerical help would be effective in helping with the reports and forms, thus enabling the officer to devote more time to his professional tasks. The fourth difficulty encountered by some parole officers is in obtaining data on clients from the state hospitals. Red tape in the form of lost records and misplaced correspondence seemingly is frequent. Two solutions were offered. First, direct communications in the form of monthly meetings between the hospital staff and the correctional officers might be beneficial. Second, opening up communication channels by, for example, being able to telephone directly to the hospital ward staff, or requesting the hospital superintendent to designate a liaison to coordinate activities. Community attitude was the final problem discussed. There is a significant lack of public understanding in regard to the corrections officer and his role in society. But the "how" question of educating the public is complex and deserves a much deeper analysis than was possible in the limited time available.

### Group C

Early in the meeting a question was posed as to the confusion attendant to the parole officer's job. It appears that there is no one way of approaching the myriad of problems encountered in the position. But, it was thought that more structure was possible which would offer some response to the feeling of disorder attached to the parole officer's job. And if this is true, then the task is to search for those common denominators that will provide a structural foundation for the position. In other words, what are those entities or values that are shared, or are common to all? What are those factors characteristic of any parole officer's position? A beginning is the recognition that there are rules attendant to the job and rules that exist regardless of one's position in corrections. These rules will relate to the performance of the job by the correctional officer, to interactions between the officer and his client, to the officer and the

organization, to the officer and his profession, and so on. Beyond this beginning, further progress was arrested due to the time element and the complex nature of the task. However, it is a vitally important job that requires more examination.

#### Group D

Problems in communications rapidly became the focus of attention in Group D. For example, a welfare worker felt that many of the problems currently experienced between correctional and welfare departments could be alleviated by better structuring the communication channels that were available. Another was of the opinion that certain laws had hampered meaningful dialogue in certain areas of concern. A third problem considered was that when a juvenile is released from the Boy's Industrial School, the personal data that follows him is distributed to the local welfare department, not to the probate court or the corrections officer. To resolve this problem would require a change in the law governing the distribution of the personal data file. The schools were the focus of the final round of discussions. It was the opinion of several of the members that the schools are not tolerant of problem children. It appears that more than a few of the school administrators would rather suspend these juveniles for a semester than attempt to confront the problem. This action, quite naturally, tends to set the child back emotionally.

#### Group E

The Group E members touched on many problems, but there were three interrelated difficulties that seemed to command the most attention. The first discussion was concerned with providing probation and parole services to the adult who has committed a misdemeanor. Very few counties provide this type of service. There are at least two reasons for this state of affairs. First, many probation and parole officers dislike mixing their roles by interacting with both juveniles and adults. Second, enforcement is a problem. For example, in one case a correctional officer tried to have a parolee returned to him and was unsuccessful even after a bench warrant had been issued. The sheriff simply did not want to return the parolee to the appropriate jurisdiction. Part of the problem obviously involves the difference between going to the penitentiary or going to jail for 30 to 90 days. There were no immediate solutions for this problem. Somewhat in relation to this situation was the question of work release programs where the individual can leave the jail during the day and work for the city or the county. Under this program, the individual can pay off his fine and/or defray some of the costs of incarceration. A second major area of concern was the after-care of juveniles released on parole from the Boy's Industrial School. The cause of this problem cannot be solely attributed to any one factor, but part of it seems to be in the

attitudes of the social workers interacting with these juveniles. The social worker is generally more interested in working with aid to dependent recipients or the blind than in working with juvenile delinquents. This attitude may very well result in the social worker doing only a mediocre job. Thus the largely undirected juvenile may lapse into old habits and actions. A final problem area considered involved the correctional officer and the welfare departments. Several of the Group E members have experienced difficulties in obtaining social histories and other materials from the departments of social welfare, particularly the county departments. It would seem that, given the amount of work that goes into making up a social history, the welfare departments could be a little more lenient in their release of information to cooperating agencies.

#### Group F

Several areas of concern were voiced by members of Group F. First, some parole officers felt that they were unable to control their juvenile clients until they had been turned over to the courts and treated as adults. The group was unable to resolve this problem. Second, there was also mention of the lack of cooperation that many parole officers have experienced in their interactions with school officials. As related by a previous group, it appears that the school administrators would rather suspend a problem child than attempt to confront the difficulty. Also considered were the problems arising from the attitude that some law enforcement agencies manifest. These are typified by the remark: Who are you going to let out today? The reasons for this attitude are varied. For example, it may be due to the idea that the Supreme Court decisions have made it more difficult to obtain convictions, so law enforcement officials have become more conscious of those persons released. Or it may be that they have not yet fully accepted the philosophy of corrections that has begun to predominate in the past decade. Whatever the reason, efforts should be directed at changing these attitudes. Communications was not viewed as a problem except with the welfare departments. Thus, interactions with the welfare departments seemingly is a source of difficulty and conflict. As suggested by a previous group, perhaps the establishment of a monthly meeting would help in resolving this problem.

#### Group G

One of the several problems that the Group G members considered was employment for parolees. Many corporations have policies against hiring anyone who has a criminal record. This practice retards placement opportunities for many parolees. There is at least one solution to this problem. There are certain volunteer agencies that are willing to help in these cases. These privately supported agencies will generally provide both room and board and try to locate employment for the parolees. As with other groups, Group G members felt that the schools are all too willing to suspend the

juvenile offender if the child becomes difficult to handle. As with the other groups, problems in communication were also briefly considered. The final topic was in the form of a suggestion. One member suggested that parole officers might be able to help each other more. For example, due to a personality clash between the parolee and the parole officer, progress may be retarded. Why not, in these and similar cases, transfer the client to another parole officer who might be able to work more beneficially with the parolee?

#### Group H

First discussed was the idea of clients with such problems as excessive drinking. It may well be that the parole officer cannot fully comprehend the nature and the ramifications of this problem since he has not directly experienced it. Thus, it may be a wise move, in the parole officers interactions with this client, to consult someone who is acquainted with the nature of the problem. A specific problem related by another member was that of obtaining automobile liability insurance for clients when they have just been released. It seems that most insurance companies will not insure the individual, or will charge him a high rate if they do grant him liability insurance. Another problem related was that of homosexuality among juveniles. There is apparently no solution in sight. They can be sent to a diagnostic center, but they are soon released because the centers say that nothing can be done for them. Finally, the need for more foster and group care homes was noted. There are simply not enough to fulfill the present need.

#### Summation

The problems that were introduced in these eight discussion groups will serve as a catalyst for individual reflection and future debates. They will increase the correctional officer's awareness of actual and potential problem areas in his own organization. They will provide direction for the output of activity.

Some of the problems can be immediately resolved. For example, in regard to insurance rates for parolees, state commissioners usually have a list of standard insurance companies that will insure parolees at the same rate as anyone else. In order to obtain this list, the parole officer can simply write to the resident agent.

But other problems will involve educating the public and changing long-held attitudes. They will also include the efficient use of scarce resources. They will require a broad view coupled with long-range planning. But they can be realized. This is the great value of these discussion groups. They have clarified somewhat the short-range objectives and long-range goals.

## APPENDIX

### The Role of the Volunteer\*

You are being asked to take part in the beginning of a program of help to the juvenile court in Dickinson County through the use of volunteer "Friends of the Court."

As you probably know, the juvenile courts in Kansas handle traffic violations, miscreant offenses and juvenile delinquency cases involving persons under the age of 18 years. Programs at the industrial schools are geared to treatment not punishment and capacity is limited. They can be used when it is felt commitment is necessary, but only for girls and for boys to age 16. For boys 16 to 18, there is, at present, no suitable institution for such a program of treatment. The court must make other alternate plans for many young offenders who come to the attention of the court, but for whom commitment may not be the appropriate answer and for all boys 16-18 years of age.

Our proposed program of Friends of the Court is an attempt to offer some chances for a period of probation with an interested adult helping to provide inspiration, rehabilitation, re-education, acceptance, and friendship to the young offender. As a part of a probation or parole plan, the court may have help from the volunteer "friends" who can give of themselves fully and warmly to the young offender, stand by him through troubled periods, rejoice with him over successes, give counsel and advice when the youth is seeking answers, and show him above all that in some way the community cares what happens to him and is on his "side" in attempts to rebuild his life or change his behavior.

We thank you for your interest in the "Friends of the Court"; we propose to you a plan for training and discussion on a continuing basis to help you to understand your role as a volunteer helper and to realize your importance in the lives of these young people.

The primary purpose of this plan is to allow the young offender a chance for a real probation period in place of a "sentence" or "commitment" with someone interested enough in what happens to him to give time, interest, attention, and real personal involvement to help him resolve his problems. The aim is not punishment but understanding; it is not doing for the juvenile but helping him be able to do for himself.

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\*Instructions provided for volunteers in Dickinson County, dated October 14, 1966.



2. The Social Worker. A social worker from the county welfare department will be interested in your assignment and will be available to help you. Ordinarily this worker will already know the situation, may have made a preliminary investigation for the court, and will have been involved in your selection as the appropriate Friend of the Court. The social worker will at times be working with the youth and the family. You will have periodic conferences with the social worker; you will want to ask questions and discuss problems with the social worker; you can ask for help in planning your contacts with your young "friend."
3. Medical Care and Financial Help. Sometimes financial problems or medical needs will become known to you--the social worker can usually tell you whether these helps are available through the county welfare department, or through other community resources.
4. Referrals to Other Agencies. The services of other agencies are available to help you. Besides the county welfare department itself, the social worker can help with referrals when it is felt these would be helpful. If you think a referral would be helpful, you should discuss this with the social worker.

Some of these resources are:

The Mental Health Center - The Central Kansas Mental Health Center can help when psychological testing is needed for evaluation where there are personality and emotional problems and for treatment when it is felt such problems might call for continuing therapy.

The Employment Service - The Kansas Employment Service can help with job referral and placement. Sometimes vocational testing is done, sometimes placements in job corps, manpower training and other programs can be arranged.

Schools -

Churches -

No volunteer has an assignment made and then is left to "sink or swim." The above procedures and resources are set up to provide help to you. Use them.

## The Role of the Volunteer:

### DO:

Be a friend to your young offender.

Show your interest and concern. Do become "involved."

Be accepting of the youth and his problems. Understand why he has problems and behaves as he does.

Conduct yourself as you would that the youth you work with would learn to conduct himself. Give him a "model" and provide inspiration.

Have faith that anyone can change for the better.

Stand by and keep coming back and reaching out to the youth, no matter how maddening and aggravating he can be.

Be a good friend.

Use the services of the judge, the social worker and ask about other resources you feel would be appropriate.

Remember that it is important to try and to "stand by"--even when it does not seem you make any progress. Win, lose or draw--we have to try--we have to offer the "helping hand."

### DO NOT:

Be authoritative or act like a judge.

Try to "over protect" or get offenses "overlooked." Don't get so involved you try to "take over."

Let acceptance be mistaken for condoning or approving unacceptable behavior. Understanding does not mean lowering standards.

Preach or be overly encouraging--his is a hard row to hoe and you must be practical. Let your behavior and what you are and how interested you are in him speak and preach for you.

Say that the youth "can change if he wants to"--show by your faith in him that you know he can.

Get "mad" when your young friend "tests you out." Patience and endurance are needed to show that "I still like you and am interested in you no matter what."

Don't try to be a judge, a lecturer, a preacher, or a parent.

Feel you are alone left to sink or swim and with no one to help you.

Feel it is your failure if your young charge does not succeed on his probation plan. We can only try--but not all will succeed.

Meetings will begin \_\_\_\_\_ with a meeting \_\_\_\_\_.  
This will be followed by \_\_\_\_\_ other meetings at \_\_\_\_\_.  
These will cover topics you will want to know about and questions you will want answers for.

#### Selection of Volunteers:

A volunteer "Friend of the Court":

1. Gives at least \_\_\_\_\_ hours per month to the program.
2. Attends training and discussion sessions.
3. Works with young offenders as assigned.
4. Knows and works under the few simple "rules" of the program.
5. Has some or all of the following qualities:
  - a. Natural ability to work with other people.
  - b. Interest in people and working with people.
  - c. Has "common sense."
  - d. Has had success in being a "good citizen."
  - e. Is well thought of in community.
  - f. Has: Sensitivity  
warmth  
dedication  
concern  
desire to do a good job

"Friend of the Court" volunteers are selected by a committee including the juvenile judge, social workers, officers of Friends of Court, and \_\_\_\_\_.

Some volunteers will be assigned a young "friend" immediately. Others may wait for some time--the Friend of the Court and the youth in trouble must be carefully matched to one another.

Other volunteers may be used in clerical jobs, typing, writing letters, making referrals and so on. We need to know if you have some such skills that we may utilize.

#### Sources of Assistance:

You will not be entirely alone in trying to be of help to the youth assigned to you. Many sources of help are available for our use. Some of these include:

1. The Court. The judge \_\_\_\_\_ is (are) available for legal advice and to give information on legal status. This information will usually be given you when the assignment is made, but questions will come up from time to time as well.

**END**