

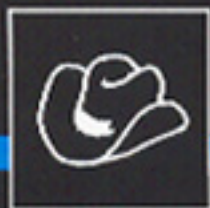


American Probation and Parole Association

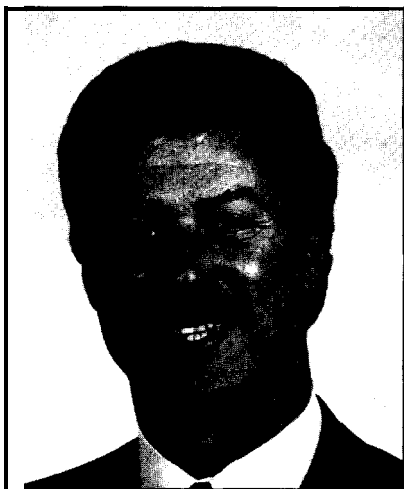
Fall 1992

# PERSPECTIVES

## Establishing Literacy Programs in Community Corrections



Plan to Attend APPA's Winter Training Institute  
January 31-February 3, 1993 in Austin, Texas  
Details Inside



**Robert E. DeComo**



**Arthur J. Lurigo**



**Dan Richard Beto**

## Letter from the Editors

by **Robert E. DeComo, Ph.D., Chairman, Editorial Committee**

Welcome to the Fall issue of Perspectives. As is our convention, the first issue of Perspectives following the Annual Institute, which was held in St. Louis this year, contains information regarding highlights of the meeting as well as profiles of the year's award recipients. If you were unable to attend the Institute this year, it is our hope that including highlights in this issue will encourage you and your colleagues to attend in future years. In addition, we hope that this information will be useful for you in identifying topics relevant to your jurisdiction so that you can acquire the information presented at the meeting by obtaining recordings of sessions available from APPA or by contacting the presenters themselves. In this way, we are hoping to extend the benefits of the Institute throughout the year.

Regarding this year's awards, I think you will find that the awards committee has done an outstanding job selecting the recipients from the many exemplary nominees they received. I believe that the outstanding qualifications of our recipients reflect positively not only on them as individuals but also on our organization and the entire field to which they have committed themselves. Congratulations to all of APPA's 1992 award recipients.

Our first special feature, entitled "The Power of Partnerships: Establishing Literacy Programs in Community Programs," has been contributed by Paul O'Connell and Jacquelyn Power from Phoenix, Arizona. In today's economy, government agencies are being asked to reduce budgets which seems to inevitably mean reducing services - or does it? In Arizona, for example, separate government agencies combined resources to provide new educational programs for offenders. This article examines the partnerships between the community corrections and adult education communities in Maricopa County that spawned these services. In addition, the article provides suggestions on how

to implement community partnerships as a way of providing quality programming in times of economic uncertainty.

The second feature article is a report entitled "Supervision Fees for Probation and Parole" prepared by APPA's Issues Development Committee. Both economic and philosophical forces combined in the 1980s to produce fee collection programs in many probation and parole agencies around the country. In its report, the committee identifies many of the important policy issues that should be carefully considered by agencies in designing, implementing and evaluating these programs. The committee also provides specific recommendations intended to assist agencies in maximizing revenue collections while minimizing potential organizational problems after implementation.

Our Focus on Affiliates comes from the Probation-Juvenile Institutions (PJI) Employees Association of Alameda County, California and was written by Vicki Bodhaine, President of PJI and is reprinted with her permission. This article represents deputy probation officers and group counselors reactions to the possibility of severe budget cuts in the county.

The Guest Editorial for this issue has been contributed by Carl Cieslikowski, a long-time criminal justice agency employee and a candidate for the California State Assembly in 1990. In "Bankrupting a Society," Carl enumerates what he believes are some of the financial and human costs that the prosecution of the national war on drugs has brought in his state. While much has been written about the perceived misdirection and consequences of our national drug policies, this editorial presents some specific, far-reaching and controversial recommendations to redirect our programs and priorities in this important area of public policy. By publishing this and other personal views, we hope that Perspectives can contribute

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## Letter from the Editors

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constructively to a national forum on important issues of national policy. This is especially timely in an election year when state and federal leaders and lawmakers will be re-examining their approaches to our most difficult social problems.

Our next special feature is "A Review of a Community-Based Sex Offender Program in Texas" by Dr. Ray Cox and Fran Hudgins from Jefferson County. The growing attention placed on sex offenders in recent years has brought with it a search for better knowledge about these offenders and improved strategies for their control and treatment. This article is instructive in both these areas. First, the authors provide a succinct description of our current knowledge of the incidence, prevalence, causes and effects, and the

treatment effectiveness of sexual deviancy by summarizing the results of many studies in this area published in recent years. In addition, the authors describe the Sex Offender Program in Jefferson County including treatment approach, salient characteristics of their offenders and offenses, as well as some encouraging data on treatment outcomes.

Next, we have an article by Christine Heisel, former Probation Officer, Douglas County Probation Department, Omaha, Nebraska, regarding victim issues in the Nebraska state probation system.

Finally, we have the NIC Update which describes an important special issue seminar entitled "Executive Orientation" to be presented at the National Corrections Academy in the Spring. The seminar is intended to orient newly appointed probation and parole administrators to the critical issues in the

field that they will likely face (e.g. budgets, personnel, legislation, etc.), and provide them with access to a network of peers with whom they may consult. We hope that by including this update, more new chief executives in our field will be able to benefit from this important educational and communications resource.

In closing, I would like to encourage you to forward your suggestions, comments and contributions to the Editorial Committee by calling or writing to:

Dan Richard Beto, Director, Community Supervision & Corrections, P.O. Box 6910, Huntsville, TX 77342.

Robert E. DeComo, NCCD, 685 Market St., Suite 620, San Francisco, CA 94105.

Arthur J. Lurigio, Dept. of Criminal Justice, Loyola University of Chicago, 820 N. Michigan Ave., Chicago, IL 60611. *cl*

# Finally, a Substance Abuse Program that Fits

If you think all the substance abuse materials out there fall short of meeting your needs, you haven't seen *A Design for Living<sup>sm</sup>: The Hazelden Substance Abuse Curriculum for Offenders*. Created by Hazelden Corrections Services, a department of the internationally respected Hazelden Foundation, *A Design for Living* is a comprehensive program for providing substance abuse education, treatment, or aftercare in a community corrections setting.

We've made it easy to use. It blends a proven recovery plan with the flexibility you need. And a training package is always

included, with available on-site training customized for probation and parole officers.

**Using A Design for Living as a new program or to enhance an existing program will help you**

- monitor program effectiveness
- efficiently manage your caseload
- reduce relapse and recidivism
- foster the life skills parolees and probationers need to re-enter society

## MEETING YOUR EXACT NEEDS

You no longer have to adapt substance abuse materials and services that weren't created to meet your needs. Write us or call and we'll send you more information about *A Design for Living*, and a brochure describing all of Hazelden Corrections Services capabilities.



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Corrections Services

# The Power of Partnerships: Establishing Literacy Programs in Community Corrections

by Paul O'Connell, Program Manager, Literacy and Education Services, Maricopa County Adult Probation Dept. and Jacquelyn M. Power, Director, Arizona Dept. of Education, Division of Adult Education

## Abstract

In today's economy, government agencies are being asked to drastically reduce their budgets as a cost-saving measure. Consequently, services are being reduced and everyone suffers.

In Arizona, different government agencies are meeting this challenge by combining their resources to provide education programs. This article will examine the services and partnerships that have been developed between community corrections and the adult education community in Maricopa County, Arizona. In addition, suggestions on how to implement community partnerships will be addressed as a way of providing quality programming in times of economic uncertainty.

The adage 'do more with less' is becoming a way of life for government in the nineties. More and more, as government budgets across the country are being drastically reduced to answer failing state and local economies, agencies are responding by re-evaluating themselves and reducing vital services to the public it serves. As a result, government is doing less with less and, consequently, everyone is suffering.

To answer this fiscal challenge, an innovative approach is being implemented across the country. From San Diego, California to Savannah, Georgia, agency partnerships are being developed among different government departments to provide important services to the community. For the first time, "turf-doms" are disappearing and agencies are beginning to talk and cooperate with one another. This is not the time for thinking "it's the other guy's (agen-

cy's) problem." In today's world, it must be a shared responsibility.

In Arizona, the Department of Education, Arizona Supreme Court, Maricopa County Adult Probation Department, and other local probation departments, are combining their resources and providing educational opportunities to individuals on supervised probation. This article will examine the programs and partnerships that have developed between Community Corrections and Adult Education programs in Arizona. This article will also provide suggestions on how to implement community partnerships.

## The Arizona L.E.A.R.N. Initiative

In 1986, a state task force was formed to examine the problem of illiteracy in the state of Arizona. This task force found that over 400,000 Arizonans are functionally illiterate, and over 500,000 Arizonans did not have a high school diploma. In Arizona prisons, approximately 60 percent of the inmates were identified as reading below the sixth grade level. These statistics represent only the tip of the iceberg. The untold loss of human potential and revenue are even more significant, especially when one examines the impact of illiteracy on the judicial system.

It has been validated through research that crime is a symptom of a deeper, more destructive behavior pattern within an individual. Therefore, it has become critical that experts in the criminal justice field identify key factors in a person's life that act as a catalyst for criminal behavior. Some of these elements may be poverty, joblessness, sub-

stance and sexual abuse, and illiteracy.

In the area of community corrections, Arizona has begun an aggressive approach to combat the illiteracy problem in its adult and juvenile probation populations. Of all the factors associated with crime, illiteracy can be reversed. The impact on the economic status of the individual can be dramatically changed. Plus, the change in self esteem usually results in the obtainment of positive goals. Abuse of all kinds is directly related to low self esteem; therefore, raising one's perception of self worth is critical to changing negative behavior. This is not to imply that literacy is the panacea for reducing crime, but it represents a powerful tool in changing human behavior.

The Arizona Supreme Court became involved in the literacy issue because it realized that there was a correlation between crime and illiteracy. In January 1987, the Supreme Court contracted with International Business Machines (IBM) and purchased their literacy program, P.A.L.S. (Principles of Alphabet Literacy Systems) and established L.E.A.R.N. Labs (Literacy, Education and Reading Network) throughout the state. A full L.E.A.R.N. lab consists of eight IBM PC computers and four IBM Info window computers with the IBM PALS software. Adult and juvenile probation departments were to become the lead agencies in establishing these programs. Agencies requesting the PALS program submitted their application and entered into a competitive process. Each agency, whether it be a school district, government, private or community agency, had to agree to give individuals on probation first pri-

ority in the use of the system. Preference was also given to those agencies who established community networks. For the first time, Arizona social service agencies, school districts, and volunteer organizations were required to network in order to maximize the utilization of the lab. To date, the Court has placed 31 labs in 12 of its 15 counties.

### Maricopa County Adult Probation

In 1990, the Maricopa County Adult Probation Department applied for and received its first P.A.L.S. program. What made this award so unique was that a learning center was established on-site at a probation regional office. In addition, a unique partnership was established between the Maricopa County Adult Probation Department and a local school district, Mesa Unified Public Schools, Division of Community Education. Both agencies recognized the importance of delivering education services to the probation population.

In establishing this program, the cost was shared between the two agencies. The partnership required that Adult Probation fund a program coordinator and provide space, insurance and office supplies. Mesa Schools, in return, was required to supply six part-time teachers, support staff, and education equipment and supplies. The program is operational six days per week, and in the two years of operation, the Center has provided services to over 1000 students, 60 percent of which were on probation.

In 1990, additional adult education programs were established in four area offices of the Adult Probation Department. The department falls within a number of metropolitan areas, each having their own school district. The Adult Probation Department approached each school district and, with the assistance of the Department of Education, Division of Adult Education, the probation department was able to provide adult education teachers and educational materials for probation specific classes. In all, the program cost is approximately \$120,000 per year to operate (Figure #1). Immediate feedback

was given to the probation officers by the classroom instructors regarding student progress and attendance. With the immediate feedback and visibility of the program on each site, a working relationship was developed between the officers and teachers. As a result, communication between the two agencies' personnel was improved and a steady student referral was guaranteed.

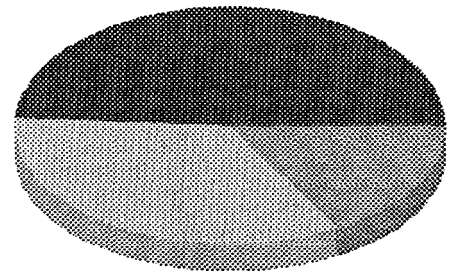
### The Arizona L.E.A.R.N. Consortium

The idea for the Arizona L.E.A.R.N. Consortium originated as a result of discussion between Maricopa County Adult Probation (Phoenix) and Pima County Adult Probation (Tucson) on how best to provide educational services beyond the reading literacy programs (PALS), which was in place at the probation learning centers. The P.A.L.S. program addressed approximately 15 percent of the illiterate population which read below the fourth grade level. Since PALS targeted only 10-15 percent of the community population, 80-90 percent were being instructed at an ABE/GED level with conventional teacher instruction. The two agencies quickly realized that to get maximum benefit of the computer equipment, and offer a supplement to ABE/GED instruction, additional software was required. The discussion was shared with other Court programs who were experiencing similar problems. All parties believed that computer-assisted learning could be broadened to reach the majority of the population if an integrated comprehensive software program was purchased. The result was a formation of an Educational Consortium which included four agencies: Maricopa County Adult Probation, Pima County Adult Probation, Literacy Volunteers of Maricopa County, and Pima County Adult Education. The consortium was developed primarily for the purpose of applying for grants to expand the education software available on-site and to expand services to the client (Figure #2).

The primary objective of the Consortium was to establish a statewide com-

**Figure 1**  
**MCAPD Literacy Program**

M.C. Adult Probation  
\$60,500

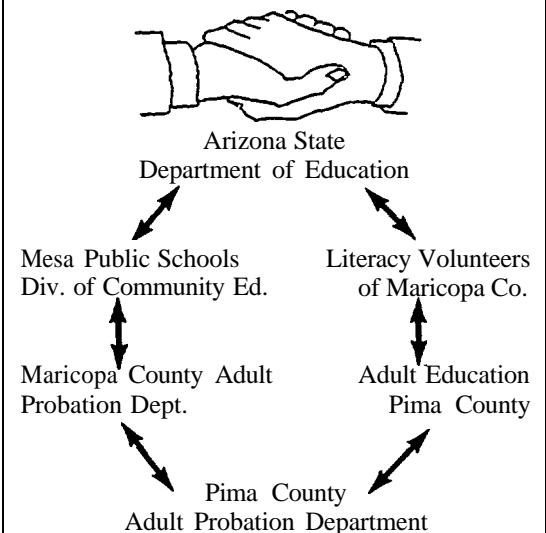


Mesa Public  
Schools  
\$40,500

Phoenix Union  
H.S. District  
\$20,000

Total Cost \$121,100 (1991-92)

**Figure 2**  
**Arizona L.E.A.R.N. Consortium**



puter-based program by standardizing curriculum, educational software, and reporting procedures. This would allow participants to freely move from one program to another within the state to continue their education. It would also permit their education records via transcript, to be automatically transferred

from one location to another. This could be accomplished by purchasing a fully integrated computer program to supplement the literacy program already in place. The Consortium reviewed a number of education software and systems, and agreed that the Jostens Learning System's Invest In The Future program would best meet their needs.

To fund this project, the Consortium applied for and received a \$350,000 grant from the Arizona Department of Education. The State Department of Education funded one-half of the cost, with the balance to be shared among the four providers. Under the lease/purchase agreement, the cost would be spread out over a period of five years. This would require approximately \$8,000/year/agency. The Department of Education, as part of their agreement, financed a \$30,000 down payment and a yearly payment of approximately \$40,000. As a result, the Consortium received a fully integrated program offering a continuum of in-

struction from literacy to GED, and at the same time established a statewide program for a relatively small cost. By joining small networks together cooperatively, the Arizona L.E.A.R.N. Consortium has increased its ability to raise funds and improved its capability to serve adult learners (Figure #3).

### The Future

As learning centers are established in community corrections programs, opportunities for additional funding begin to appear. For the first time, educational grants have become available for community correction agencies. Maricopa County Adult Probation Department (M.C.A.P.D.) will be the recipient of well over \$100,000 in grant monies designed to deliver education services. The majority of funding has come from the Arizona Department of Education, Division of Adult Education. As one of the few established learning centers in the state, M.C.A.P.D. is free to compete with other education providers for education dollars. The future looks even brighter as more dollars become available.

This year M.C.A.P.D. has been awarded \$27,000 to establish a job readiness and basic skills class for the Arizona Department of Economic Security J.O.B.S. program. M.C.A.P.D. will be a subcontractor with the Department of Education to provide these services.

M.C.A.P.D. has also applied for a Workplace Literacy grant in concert with the Department of Education that will combine the services of the Department of Economic Security (DES), Arizona Department of Education, and Arizona Apprenticeship Council to offer remedial education to DES recipients.

The purpose of the grant will be to provide basic education in the context of a workplace curriculum. Once education progress is made, DES welfare recipients will be placed into apprenticeship programs by the Arizona Apprenticeship Council that will guarantee jobs with entry level wages of \$6.00/hour, benefits, and an opportunity for advancement.

### Developing Interagency Partnerships

Developing Interagency Partnerships requires risk-taking. Agencies who venture into this world must be committed to the process. Each agency must honestly assess themselves to determine how good their level and quality of service is and determine if networking through a partnership will enhance the overall effectiveness of their agency. If the answer is yes, then the need exists to develop a strategy to interface with other potential partners while maintaining their integrity. Perhaps the most important outcome of a partnership is the ability to leverage dollars and resources while expanding the delivery model. In a time of shrinking discretionary monies, successful collaboration becomes the counterpoint to balance the budget.

One word of advice: if you are thinking of forming an interagency partnership, bring in the attorneys early. Overcoming the legal jargon can take months which could jeopardize windows of opportunity. Once the legal documents are in place, the vision can become a reality.

### Guidelines for Developing Interagency Partnerships

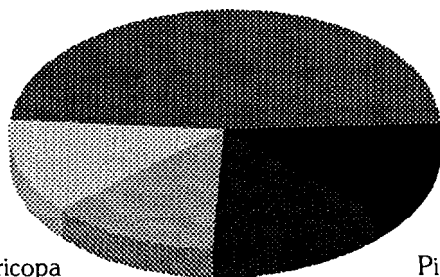
- Involve all key players
- Choose a realistic strategy
- Establish a shared vision
- Make promises you can keep
- Build ownership at all levels
- Institutionalize change
- Publicize success

### References

- Arizona Supreme Court, Administrative Office of the Courts. **The Arizona L.E.A.R.N. Initiative** (1991).
- Jostens Learning Corporation, Adult Education, **The Arizona LEARN Labs Consortium** (1991).
- Melaville, Atelia I. with Martin J. Blank, "What it takes: Structuring Interagency Partnerships to Connect Children and Families with Comprehensive Services," Washington, D.C.: Education and Human Services Consortium (1991).

**Figure 3**  
**Arizona L.E.A.R.N. Consortium**

Arizona Department of Education  
\$170,000



Maricopa  
County  
A.P.D.  
\$45,000

Pima  
County  
Adult  
Education  
\$45,000

Pima County  
A.P.D.  
\$45,000

Literacy Volunteers  
of Maricopa County  
\$45,000

Total Grant \$350,000

## Supervision Fees: **APPA Issues Committee Report**

by **Jim Mills, Assistant Director, Dallas County, Texas Community Supervision and Corrections Dept.**

This report on "Supervision Fees" raises questions about the current policies and procedures associated with the collection of supervision fees. Following is the report submitted by the APPA Issues and Development Committee.

**APPA INVITES RESPONSES AND WELCOMES FEEDBACK FROM ITS CONSTITUENCY ON THIS REPORT.**

Please send all comments to:

Tim Matthews  
Supervision Fees  
American Probation and Parole Association  
Iron Works Pike, P.O. Box 11910  
Lexington, KY 40578-1910

Do probation and parole fees enhance or decrease the effectiveness of community correction? Is there an inherent role conflict in collecting fees from offenders? What do we know about fee collections?

Even if one chooses to ignore these questions, several things are certain:

- The number of probation and parole agencies collecting one or more types of correctional fees has increased dramatically.
- There has been an explosion in the sheer number and total dollar amount of fees the typical offender is required to pay.
- Policymakers outside the criminal justice system are generally responsible for the fee explosion.

### **Keeping up with the Joneses**

Correctional fees are not innovative. Michigan authorized the collection of fees from persons in jail in the 1850s and for probationers in 1929. Until 1980, however, only ten states had passed enabling legislation authorizing the collection of probation or parole supervision fees.<sup>1</sup> By 1990, at least 28 states were collecting probation supervision fees, a 180% increase. And in 1991, 21 states were collecting parole supervision fees.<sup>2</sup> A few states, on the other hand, "stopped their collection programs because they did not generate enough money to make them worthwhile."<sup>3</sup>

### **If some is good, is more better?**

Not only are more agencies collecting fees, most of these agencies are collecting multiple fees from each offender. One author identified more than 26 kinds of fees!<sup>4</sup> Thus, the total bill for any given offender can be substantial. Policymakers who add new fees do so in a black box; each additional fee is viewed as totally unconnected to existing fees. As a result, probation and parole agencies, as well as offenders, are constantly juggling how to collect and how to pay.

### **Correctional fees can be big business, but is it the business we're supposed to be in?**

A growing body of literature and research examined and debated the merit of and problems associated with the collection of supervision fees. Conceptually, the issues in the debate may be divided into those involving the philosophy and mission of community corrections, the administration of fee collections, and speculation that fee collection increases or decreases case failure rates.

### **Describing fees: What is our concept?**

Supervision fees are frequently called user fees. This comparison to other public sector user charges raises the question about the appropriateness of fees for "involuntary" users who may

or may not have received a particular service. One report distinguished between "program fees" which are largely applied to all parolees and probationers and "service fees" which are charged to relatively small numbers of offenders who receive special additional services, such as electronic monitoring.<sup>5</sup> Service fees imply that a specific service was delivered, while program fees are similar to a "general admission" in that they imply access to common basic services (home visits, for example), or a range of potential services which may or may not be employed. The distinction is important conceptually because it contributes clarity to the language of fees. Our confused concepts appear to be a reflection of the poor fit between purpose, policy, methods and objectives of fees.

### **What APPA believes**

*Pro: Fees are beer and cigarette money*

Money collection (e.g. restitution), say fee proponents, has always been an integral part of probation.<sup>6</sup> Supervision fees can generate significant additional revenues. This can range from less than 5 percent to more than half of an organization's total operating budget.<sup>7</sup> In some states, fee revenues can be used to supplement beleaguered community corrections budgets. In some instances, the fee generated revenues have resulted in "caseload size reductions and a reduced burden on county

taxpayers in funding probation services.<sup>18</sup> Offenders (and the public) benefit directly where reduced caseloads or additional services are the result of increased revenues from fees. Even when monies generated from fees are deposited into the general fund, as is the case in some states, the public's tax burden is lessened.

Proponents of fees note that offenders may benefit directly and indirectly from fees. Where agencies collect fees, officers have to devote more time to analyzing and managing an offender's life since employment counseling/referral and budgeting become even more critical. Paying fees may also promote a greater sense of responsibility in offenders. Some proponents stretch this logic to claim that fees are a form of punishment which may actually serve as a form of deterrent. A stronger case can be made for the claim that fees are a form of symbolic restitution to the taxpayers.

The collection of fees does not adversely affect field officers. Officer workload studies completed by NCCD suggest that the collection of fees in itself does not substantially increase officer workload. Surveys indicate that officers generally do not feel that fees decrease their professionalism.<sup>9</sup> This is particularly true where top management has clearly and realistically defined the purpose and methods of fee collections. An example is an agency that encourages officers to seek fee waivers for offenders who enroll in education programs.

Although case law on the subject is limited, the courts have consistently upheld the legality of correctional fees. Proponents note that supervision is not contingent upon ability to pay supervision fees and all agencies provide mechanisms for waiving or deferring fees for the indigent. Although organizations often have a history of "talking tough, acting forgiving" when it comes to fee collections, proponents claim that no one is ever revoked for simply failing to pay their supervision fees.<sup>10</sup> Responsible or irresponsible behavior with respect to fees is mirrored in many

other aspects of an offender's life, so that even in the event of revocation, failure to pay program fees is usually only one of several more serious violations. Timely credible sanctions, however, for non-payment of fees by the able, but unwilling, are critical.

**Con:** Fees are "milk and bread money"

Opponents of supervision fees state that supervision fees induce offenders with limited resources and skills to commit new crimes." Fees, in effect, put a price on probation which some offenders may not be able to pay. Even those who do not commit new crimes may abscond as a result of their real or perceived inability to pay. Revocations for new crimes or for failure to report may simply mask fee overload.

Fees present a number of organizational and administrative problems. Supervision fees are frequently ranked low by judges in terms of priorities.<sup>12</sup> As a result, officers may be saddled with the responsibility of collecting fees without adequate enforcement sanctions which results in decreased credibility.

Agencies may find that revenues generated from fees will be used by funding sources to supplant rather than supplement traditional sources of revenue. Dependence on fees increases fiscal uncertainty for probation and parole agencies by making them dependent on an unstable source of funds.<sup>13</sup> As a result, financial dependence on fees provides net widening incentives. Fee dependent organizations, for example, may have little incentive to grant early terminations to otherwise qualified probationers since the revenue base is tied to the number of offenders paying fees.

Finally, the quality and direction of community supervision may be adversely affected, particularly in fee dependent organizations. Direct responsibility for fee collections compromises the primary role of probation and parole officers. Taken to the extreme, collections become the measure of officer success. In a fee-addicted organization, collections can easily become the measure of officer and offender performance.

## What APPA knows

### *How much will be collected?*

It is possible to predict, with remarkable accuracy, the total revenues an agency can expect to collect.<sup>14</sup> Generally, internal factors such as an agency's fee collection policies have a greater impact on how much or how little is collected than do external factors such as local economic conditions. Factors which are statistically associated with increased or decreased fee collections include:

- High fees per offender result in lower collections per offender (except for investigation fees): *the optimal fee level appears to be between \$15-17 per month.*<sup>15</sup>
- The unemployment rate and the percentage of families living below the poverty level have a measurable impact on revenues.
- There is no relation between caseload (workload) size and collections.
- Of all factors affecting collections, the degree of *access to fee payments is the most significant*. Organizations which are able to keep part or all of the supervision fees collected, collect more.
- Fee collection methods, sending out regular payment notices, keeping the supervising officer at least peripherally involved in the collections process (where payments are mailed in or collected by someone other than the officer, for example), increases collection rates.
- The ability to impose strong sanctions (e.g., jail, work release) is moderately associated with increased collections
- The higher priority given to fee collections (over other types of collections), the more money is collected.<sup>16</sup>
- The larger the proportion of offenders (e.g., felony and misdemeanor cases) who are required to pay fees, the more revenue is collected.
- Truly indigent offenders should be screened as soon as possible whether by temporary waivers or some other mechanism to reduce unnecessary costs such as officer and court time.



- Non-professional staff should be responsible for the administrative portion of collections.

- Regular, accurate computerized reports monitoring fee payments result in increased revenues and better planning.

- Fee revenues must exceed the cost of collection. While the actual costs associated with the collection of fees, from talking to the offender to additional court costs to process fee-related violations, is unknown. The consensus is that collection costs are less than 18 percent of revenues collected."

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**In an era of cutbacks, mergers and downsizing, correctional fees are increasingly and rapidly becoming a fact of life for community corrections organizations.**

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**What APPA needs to know**

Fee collections can, in most instances, generate substantial amounts of revenue. Most long-range economic forecasts point to a continued increased competition for declining public revenues. In this economic environment, it is reasonable to conclude that the trend towards charging supervision fees will continue.

There is little substantive data to support either the pro or the con side of fee collection with regard to either the mission of community corrections or the impact on case outcomes. While the fundamental questions about the efficacy of fee collection remain unanswered, quite a bit is known about how to increase the efficiency of the collection process. The irony is, however, that we know more about how to collect fees than why or if we should collect fees.

Probation and parole organizations usually do not have the option to collect or not collect fees. However, many policy choices are under our control. Responsible policy analysis should focus on maximizing revenue collection while minimizing potential problems for

the organization, officers, support staff, and offenders.

**Recommendations**

- Policy analysis should precede policy development and implementation. Supervision fees, or any other form of correctional fees, cannot be evaluated in isolation. For example, if, as the data regarding supervision fees suggests, there is an inverse relationship between the total amount charged and the percentage collected per offender, then multiple fee charges may have unintended consequences.

- Research should be conducted to determine what, if any, impact fee collections have on actual probation and parole supervision.

- A clearly defined system of sanctions for failure to pay fees should be developed.

- Probation and parole agencies need to define their business and clarify their missions. How we answer those fundamental questions should drive our fee policies.

- Fee payment policies should clearly define the priority of collections disbursements.

**Summary**

In an era of cutbacks, mergers and downsizing, correctional fees are increasingly and rapidly becoming a fact of life for community corrections organizations. The fact that humans must eat to live, to use a physiological metaphor, is also a fact of life. The type, amount, and combination of food, however, can strengthen or weaken an organism. The same can also be said of judicious vs. irresponsible use of fees. When, why and from whom should we collect fees? How much is too much? How is fee collection related to our overall mission?

The rapid growth in number of organizations collecting fees, as well as the number of fees being collected, has exceeded our ability to meaningfully link policy, practice, and mission. Community corrections must not lose sight of the fact that fee collections are simply

a means to help us achieve our mission, and not the mission itself.

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<sup>1</sup> "Probation Supervision Fees, Shifting Costs to the Offender." Ring, Charles R. Mass. Legislative Research Bureau, Boston, Mass. 1988.

<sup>2</sup> "Recovering Correctional Costs Through Offender Fees." Parent, Dale. National Institute of Justice, Washington, DC. 1990.

<sup>3</sup> ACA On Line, January 1992, Vol. 15, p. 5.

<sup>4</sup> Ring, "Probation Supervision Fees, Shifting Costs to the Offender."

<sup>5</sup> "Recovering Correctional Costs Through Offender Fees." Parent, Dale. National Institute of Justice, Washington, D.C. 1990.

<sup>6</sup> "Fees for Supervision, Debating the Issues for Probation and Parole." Duffie, Hank and Hughes, Gail. *Perspectives*, Winter 1989.

<sup>7</sup> Parent, "Recovering Correctional Costs Through Offender Fees."

<sup>8</sup> "Probation Service Fees: The Arizona Experience." Wilcox, David Kenneth, Arizona State University. 1985. p. 33.

<sup>9</sup> "Fees for Probation Services." Baird, S. Christopher, et al. National Institute of Corrections, Washington, D.C. 1986.

<sup>10</sup> Ring, "Probation Supervision Fees, Shifting Costs to the Offender." p. 20.

<sup>11</sup> Ibid., p. 11.

<sup>12</sup> "Feasibility Study for Implementation of Probation Supervisory Fees." Green, Richard. Wyoming Department of Probation and Parole. 1989.

<sup>13</sup> Duffie and Hughes, "Fees for Supervision, Debating the Issues for Probation and Parole."

<sup>14</sup> "Projecting Probation Fee Revenues" NCCD.

<sup>15</sup> Parent, "Recovering Correctional Costs Through Offender Fees."

<sup>16</sup> "Projecting Probation Fee Revenues." Baird, S. Christopher, et al. Madison, Wisconsin. 1986.

<sup>17</sup> Parent, "Recovering Correctional Costs Through Offender Fees," p. 17. □

# Focus on affiliates: They Just Believed

by Carol Stewart, Kentucky State Parole Officers Association

## Introduction

While doing a routine home visit and experiencing the sensation of a persistent cockroach crawling between my toes and up my leg, I began to wonder why I loved my job as a Probation and Parole Officer. Only a few hours before, I had been involved in an intensive discussion as to whether or not probation was truly a viable option pertaining to the control of crime. Being a 13 year veteran and an adamant believer in the concept of street supervision, I had to look deep into my soul and ask "why do I believe that I can effect change in another human's behavior?"

I cannot answer that question with facts and figures, but simply respond "I just believe." You see, my reality is not based on others' facts. Reality, for me, has become my perception of fact. My actions and reactions are in response to what I believe to be true. APPA affiliate organizations experience this phenomena

routinely. Probation and parole administrators and line staff perceive reality through a different lens.

The Alameda County, California Probation Department has recently experienced the possibility of a \$5.4 million budget cut. An APPA affiliate organization, The Probation-Juvenile Institutions (PJI) Employees Association of Alameda County, responded in a very unique and effective manner by educating the public with a newspaper ad. The Creativity Organization, and what I perceive to be cooperation between a line officers organization and the Board of Supervisors of Alameda County, reduced the cut to \$2.65 million.

Below you will find an article written by Vicki Bodhaine, President, PJI, Local #1, the Alameda County, California Union representing deputy probation officers and group counselors.

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## Budget Update: Outcome and Analysis

by Vicki Bodhaine, President P-JI, Local #1, Alameda County, CA Union representing deputy probation officers and group counselors. Reprinted by permission of the author.

On June 30, the Alameda County Board of Supervisors adopted a FY 1992-93 budget which restored \$2,750,000 to the Probation Department from the \$5.4 million "hit" to probation recommended by a county budget committee. The Board directed the department head to cut an additional \$250,000 from overhead (administration) to be applied to direct (line) services in probation.

Last month's California Probation News carried an ad written and paid for by Probation-Juvenile Institutions, Local #1, the union representing deputy probation officers and group counselors in Alameda County. The ad, which ran in all major Alameda County newspapers a few weeks before the June board of supervisor elections, was designed to inform the public about the potential effects of cutting probation by \$5.4 million.

Subsequently, it was made demonstratively clear to the union that the ad

served as a moving train upon which a number of local policymakers then chose to ride.

In addition to the traditional union political action efforts of monetary contributions to union-endorsed board of supervisor candidates, precinct walking and phone bank work, an additional multi-track union effort was begun to fight budget cuts in probation.

The first track of the union's effort was a union prepared line item budget counter proposal to the department head's budget. The County Administration Office had called for the department to submit a maintenance of effort budget reduction plan totalling \$8.7 million in cuts to probation, which would have caused layoffs of 16 year veterans and destroyed the department. Other county department heads were also called on to submit maintenance of effort budget reduction plans, but only the probation chief submitted a detailed plan.

From its individual meetings with board of supervisor members, Probation-Juvenile Institutions believed that the department head had made a mistake in offering up a "platter" of jobs and services to meet the County Administration Office's request. The three-tiered plan put forth by the department contained a bottom line of \$3.1 million in cuts, which the union considered too high and very inappropriate. The department's plan would have had a devastating impact on services.

The union's counter proposal recognized that the County's financial crisis was real and that some cuts were inevitable. Probation-Juvenile Institutions' proposal recommended a total of \$2.4 million in cuts but targeted what it considered superfluous management positions, particularly in the personnel area, and deletion of a costly and questionable out-of-state placement program. Few staff positions or services would have been lost under the union's pro-

positional. Additionally, the union informed each board member of its deep concern that the department had done nothing concrete to look at the big picture the need to restructure the department to meet the projected onslaught, not just this year but in the years to come. This need for real restructuring by the department head had been something that the union had been proposing for several years. It had fallen on deaf ears.

The union's first track proposal was sent to each individual board of supervisors member and followed up by lobbying individually of each board member. As indicated, the ad served as a second track. A third track union effort was a media campaign run by the union which encouraged members to write letters to the editor, letters to their individual board of supervisors, and letters to community groups that would lobby for probation. Over 100 letters were written.

Another round of individual meetings with four members of the board were set for the two weeks following the election, but before a key June 22nd public hearing by the board on the Public Protection Budget. By the second round of individual meetings and telephone conversations with four board members, Probation-Juvenile Institutions believed there was a good chance the Board of Supervisors would vote to restore enough money to probation to get pretty close to the union's monetary proposal.

On June 19, the Friday before the June 22nd Public Protection Hearings on Probation, a key Board of Supervisors member, in a phone conversation with P-JI leadership, revealed a proposal on probation to be presented to the Board on June 22. That proposal was the one adopted by the Board on June 30 with few exceptions. Another key Board member was contacted at home by union leadership the night of the 19th, and by June 22 P-JI believed that there would be sufficient support from the Board to adopt a proposal reducing the "hit" to close to the \$2.4 million figure proposed by P-JI.

### **How many more women must be raped, how many more elderly must be robbed, how many more neighborhoods must be terrorized before the budget cuts stop?**

Last year, budget cuts to Alameda County Probation's Public Protection Services resulted in more than 3,000 convicted offenders, many of them felons, ending up unsupervised in your communities - not enough probation officers to monitor them.

This year, a budget committee under the guidance of the Alameda County Chief Administrative Officer is supporting a budget-cutting plan in probation services, which will all but eliminate public protection services for 7,500 **more** convicted offenders - many who are felons on probation for **assault, drug dealing, child molesting, rape, and even homicide. Also, no convicted drunk drivers in Alameda County will receive any active monitoring by probation officers.**

**Nearly all prevention, redirection and high threat offender surveillance services currently performed by probation officers in your communities will be eliminated. Adult probation offices in Hayward, Fremont and Pleasanton will be closed.**

**What good will it do for the policy and sheriff to arrest and the District Attorney to prosecute when the majority of offenders will end up with no more supervision, redirection or monitoring than their names entered into a computer?**

Over 85 percent of the felony arrests in Alameda County are adults. More than 90 percent of adult offenders are sentenced to probation, not prison. Probation officers don't have a choice about which offenders the courts sentence to probation. Even many felons who are sent to prison are now receiving early releases due to prison overcrowding. State parole is cutting the number of parole revocations filed due to prison overcrowding.

**If these budget cuts occur, the threat of more crime in your community will dramatically increase and offenders will not be held accountable.**

**Is this** what is meant by values-based budgeting?

For more information, call (510) 228-1600. Ask what you can do to help save Alameda County Probation Public Protection and Redirection Services.

P-JI was also of the belief that if this new proposal garnered four board votes, a fifth board member from whom the union had withdrawn support would vote for the plan also. The preliminary vote by the Board of Supervisors on June 23 was 5-0 to adopt a budget that called for only \$2.65 million in cuts to probation plus an additional \$250,000 in administrative cuts to be put back into direct (line) services. That proposal was finalized on June 30.

While the adopted budget will save the department temporarily from dissemination, this outcome can hardly be called a happy event, as approximately 40 probation department employees, including about six from the Deputy Probation Office series and 14 from the Group Counselor series are slated to be

laid off. In fact, probation is the county department to actually suffer layoffs. This is deplorable, and the union believes it could have been avoided if the department had not been so apparently anxious to cooperate with the County Administration Office.

Probation-Juvenile Institutions cooperated with the department on some areas of agreement, but was clear to communicate to the department head behind the scene its unhappiness with the approach to the budget taken by the department. Strong leadership by the department head was needed during this critical time; lamentably, such leadership was not evident. A bold, proactive restructuring plan was what was needed. There simply was none.

The day of the public hearings on

probation (June 22), the department did do a very credible job of presenting the case for probation. But the reality is that the "deals," so to speak, had been cut the week before, largely as a result of the union's political action effort. In a very real sense, P-JI was the engine driving the train that led to a better than expected outcome. Although the immediate future continues to hold threats of more hard times ahead, it is apparent that political action, once again, had a major positive impact.

The budget cuts that remain will certainly be devastating to those individuals that are included in the layoff numbers. The lack of funds makes our job more and more difficult to accomplish when we see fellow workers leave for no other reason than "no money."

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*After reading this article, I began asking the obvious question: "What was the administration doing to stop the severe budget cut?" After speaking to Marguerite Lowry, Assistant Chief Probation Officer of Alameda County Probation, I began to realize that the administration's perception of facts proposed a different kind of reality. Ms. Lowry was very complimentary of the P-JI. P-JI had political access and press release freedom that the administration did not have. Therefore, they chose to cooperate with the union as a team. There remains unresolved issues, such as*

*the number of supervisors needed, but Ms. Lowry stated that on some things they have to agree to disagree. As a line staff officer, I was quite intrigued by her idea that the administration needed to meet with the union and provide a list of duties of management positions to help them understand why those positions were needed.*

*Why do we believe we can effect change in another human's behavior? The Probation-Juvenile Institutions' Employees Association affected change, and I believe the administration supported that change. Why? They just believed!*

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## ***Request for Site Proposals - APPA Training Institutes***

Bids are open for sites for the following:

**APPA Winter Training Institute 1995**

**APPA 20th Annual Training Institute 1995**

Decisions will be made at the Board of Directors meeting in Austin, January 31, 1993. Any board member, affiliate group or state agency wishing to request a certain city for consideration must complete an application to host the Institute. Completed applications to host the Institute must be received by November 30, 1992, in order to be considered.

*Further information and applications may be obtained from:*

**Yolanda Swinford, APPA  
c/o The Council of State Governments  
Iron Works Pike, PO. Box 11910  
Lexington, KY 40578-1910**



## GUEST EDITORIAL

# Bankrupting a Society

by Carl J. Cieslikowski

We are in a seemingly insoluble budgetary crisis in California. A significant part of this crisis results from our prosecution of the "War on Drugs." One of every six state employees are now working in the Department of Corrections. California has 185,750 state employees, and 30,800 work for Corrections. In 1990 the total number of full-time criminal justice personnel in the entire state of California was 146,157.

California is home to 25 prisons and 40 conservation camps. In the past 12 years we have constructed 18 new prisons with five additional prisons planned for construction. In our misguided effort of constructing 18 new prisons, we have taken money from libraries, schools, sports, prevention, and music programs. We simply cannot have it both ways. Taxpayers should be outraged at the average expenditure of \$22,000 a year to house an inmate, while we wonder why basic children's services are being gutted.

A number of factors contributed to the building of the largest prison system in the United States. Politicians believed they would further their political careers by being "tough" on crime. So, a tidal wave of punitive bills, signed by former Governor Deukmejian, burdened California with the highest incarceration rate in the world! Now, we are encumbered with huge bureaucracies and solidly entrenched and formidable drug enforcement industries (DEI) who have

built their own political machine to maintain their vested interests at our expense. The proof of the atrocious political result is best demonstrated in the outrageous growth in prison population. In 1980 there were 23,726 inmates in prison. By 1992, prison population skyrocketed to 102,554.

In 1990 there were 32,300 new law violators sent to state prison. Of this number, 21 percent were for violent crimes, 34.5 percent for property crimes, 31.9 percent for drug law violations, and all others were 12.6 percent. Offenders who crave expensive drugs indulge in crimes of violence and property to sustain their habits. It is estimated that 75 percent of the state's offenders are serving time for drug or drug-related crimes. There is even a highly structured and immensely profitable drug trade within prisons. This industry not only perpetuates the existing users' dependencies, but also introduces new converts to drugs and sabotages the efforts of individuals who are making an honest attempt at remaining free from illicit drugs. As long as the profit in illegal drugs remains obscenely high, free enterprise will prevail and drug dealers will continue to pollute every corner of our society.

There is hope we can avoid financial destruction through a realistic Drug Reform Policy which is in contrast to an inflexible strategy that is dragging our state into bankruptcy. We are feeding

the voracious appetite of both private and public industries who have selfish interests in increasing the present bloated bureaucracy and status quo, regardless of the dire consequences to our economy. We simply cannot depend on private and public industries to provide us with a realistic assessment of the value of their contribution to solving the drug problem.

The appointment of more judges to fill newly constructed courtrooms is big business. The building of new prisons is big business. The feeding, clothing and maintaining of inmates is big business. The exploding number of new employees hired by the Department of Corrections is big business. These factors and more contribute to an already large armada of private and public agencies whose primary goals include keeping drugs illegal to preserve profits, ensure job security and promotional opportunities. Sadly, all this human effort is being wasted on unproductive expenditures of public funds while our basic social institutions are being devastated through financial starvation. We have had ample opportunity to test the present methods of arrest, prosecution, incarceration and treatment. These practices have clearly failed, compromised our liberties, placed our police officers in dangerous situations, and created financial chaos.

Although politically unpopular to espouse, a viable solution to the prison



nightmare is the revision of our failed drug policies. As a cornerstone of an effective policy - we must emphasize drug maintenance for those already addicted because mandatory drug treatment does not work. We must face reality and reject the hollow arguments of those individuals whose jobs or profits depend on mandatory "drug rehabilitation programs." Less than 10 percent of mandatory treatment works. We must stress the cost effectiveness and the importance of education, jobs, prevention, hope, encouragement, and the value of achievement. Contrast that with bearing the custodial expense of the human tragedy stemming from the lack of investment in our people and their future. We must admit the criminal model for drug offenders was a noble experiment which has failed, not because our goals are flawed, but because the policy is flawed. We must adopt a policy emphasizing decriminalization and regulation, yet admit any policy change is fraught with difficulty. We must recognize our country has a health crisis and adopt a model which is realistic, cost-effective and humane.

The reality of actual drug use in our country is obscured by an exclusive emphasis upon "illicit" drugs which deludes us about the damage done by "legal" drugs. The biggest drug dealers in this country are not publicly recognized because the profits of alcohol and tobacco industries are used for campaign contributions and deceptive advertising messages which hide their real effect on our population. During prohibition, when we tried to legislate alcohol intake behavior, we instead created organizations which benefit from huge profits. Today, we have created a similar situation wherein the drug organizations have affected the world our grandchildren will inherit. Now, we should embark on a strategy against drug prohibition and strengthen education which proved successful in reducing tobacco use in this country. The fact is 600,000 Americans per year die from alcohol and tobacco use compared with 10,000 from heroin and cocaine!

Our economy cannot survive with continued and misplaced priorities of the present magnitude. However, done intelligently, rational and compassionate drug policy reform could revitalize American society. Adoption of a realistic drug policy will cause insurance rates to fall because property crimes would be reduced. The reduction of property crimes will result in substantial savings to the insurance companies and the consumer. A portion of the savings could then be used to fund legitimate treatment/maintenance programs with no additional cost to the taxpayer. Drug dealers would be forced to find other means of employment because there would be no illegal profit in drugs. Jails would empty and facilities could be leased to private industry. Drug related killings would be eliminated and people would feel much safer in their communities. Justice system hiring would freeze, prison construction would terminate, and prosecutors could concentrate on crimes of violence. Money would be available for basic infrastructure programs, such as education, libraries, sports, music programs, and for those approaches which prevent social atrophy. It is tragic that during the past 12 years, California built 18 new prisons and yet, we have not built a college in California for over 27 years!

In order to stop the "War on Drugs" from destroying our society, the following realities should be considered:

*We must -*

- Realize legislating morality has been a destructive societal policy and that drug use and abuse are medical problems.
- Admit we are in denial about the true drug issues and problems.
- Be logical and refrain from hysteria which has been generated by politicians and hired advertising firms.
- Recognize the reasons current drug policies have failed.
- Take the profit out of drugs by ending prohibition.
- Admit "tougher" sentences have not proved successful.
- Resist furthering political careers based on "public safety" rhetoric.

- Admit mandatory rehabilitation programs for addicts have failed to provide effective results.

- Recognize any new drug policy will have imperfections. Progress will require flexibility and the challenge of experimentation.

- Begin prosecuting more serious crimes rather than wasting tax dollars on drug offenders who are clogging the courts.

### Specific recommendations

*we must -*

- Invest more heavily in educational and prevention programs in primary schools.

- Provide legitimate, voluntary treatment programs and because mandatory programs do not work, prohibit mandatory court commitments to any state or federal funded drug rehabilitation programs.

- Expand drug maintenance programs.

- Adopt a policy against drug prohibition and establish a solution based on medical policy.

- Provide inexpensive and safely dispensed drugs.

- Adopt a model which will allow experimental methods of administering a new drug policy.

- Encourage personal responsibility and levy financial and criminal penalties upon parents whose minor children commit habitual crimes.

- Provide an independent systems analysis of the cost benefits of drug decriminalization.

### Conclusion

Confusion among lawmakers as to what the public really wants and the influence by prison industry and bureaucracy have resulted in a disjointed and counterproductive drug policy. The public wants safe streets and secure homes. However, our present drug policy has not delivered safety. Instead, the failed policy has resulted in the infringement of our liberties and the financial enslavement of our children and their grandchildren. These undesired effects have occurred because of

our inappropriate and continued response to the demand for a change in reality through use of chemicals. Chemical alteration of reality will continue as long as human beings exist who have a void in their life, seek an escape from reality, or choose to seek relaxation or mood change. This reality will not be changed by either the courts or legislature.

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As long as the profit in illegal drugs remains obscenely high, free enterprise will prevail and drug dealers will continue to pollute every corner of our society.

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Because of complacency, cynicism, political rhetoric, hysteria and lack of information, we have been drawn into a disjointed and ineffective drug policy. At every single level of government, our policymakers and bureaucrats show more concern for the "vote" and "promotion" than arriving at a drug policy which solves problems without bankrupting the state. The state commis-

sioned "Research and Advisory Panel" told former Governor Deukmejian and Legislature, "Our 'War on Drugs' for the past 50 years has been based on the principle of prohibition and has been manifestly unsuccessful in that we are now using more and a greater variety of drugs, legal and illegal. The Research Advisory Panel suggests to the Legislature that whatever we have been doing in the area of drug abuse should be immediately modified."

This proposed drug policy change is directed at solving one of our major problems - assault upon the taxpayers' pockets and our personal liberties. Our misguided policies have resulted in social neglect by wasting the funds necessary to prevent this national tragedy. Now is the time for new leadership as we try a fresh approach to this problem. We must rediscover common-sense values and employ consistent, contemporary methods to effectively address drug issues. We must be strong as we challenge the entrenched bureaucracy and ask ourselves the real question: have the present drug policies been effective? We must make it clear we do not condone drug use, but we

will help those addicted and strive toward a healthier and more cost-efficient method of dealing with our citizens.

We must recognize change in public policy is difficult. Meaningful changes will only occur on a gradual, long-term basis as we strengthen our values and ensure funds are spent on those institutions which prevent societal tragedies. We must be patient, be prepared for criticism, and be prepared for rhetoric from every conceivable interest group.

Solutions of substance and not rhetoric, will require decision makers to be creative, honest, and, especially courageous. Long-term systemic changes are the answer. Quick-fix politically popular legislation has been and will continue to be our problem.

We must be vigilant. Vested interests of both public and private entities (DEI) who depend on "business as usual" will be relentless in their quest to maintain their bureaucratic stranglehold on an unsuspecting public who trust their political leaders to be visionary while serving their interests. We must change our drug policy or we will continue to bankrupt our society. □

## REQUEST FOR INFORMATION

In order to continue to supply our membership with the most current information available, APPA will periodically seek your assistance. If your agency has specific areas of interest which would benefit from the solicitation of information in future issues of Perspectives, please submit these topics for consideration,

A Chief Probation Officer from New Jersey is interested in the following information.

TOPIC: Self-directed Work Team Concept involving probation, parole and pretrial supervision settings within the field. This concept was initially derived from the total quality management movement.

NEEDED: If your agency or department has developed and/or implemented the self-directed work team concept, any information regarding its development, implementation and evaluation; and

TOPIC: Innovative model vocational and educational programs working in conjunction with probation supervision programs.

NEEDED: Any information concerning how are these programs formed, what are the funding sources, what are their goals and how is success measured?

Please send any available information to: Rhonda Reeves  
c/o The Council of State Governments  
Iron Works Pike, PO. Box 11910  
Lexington, Kentucky 40578-1910

On behalf of our constituents requesting this information, APPA thanks you for your continued support. When feasible, APPA will gladly assist you and your agency when the need arises.

# NIC Update: Executive Orientation

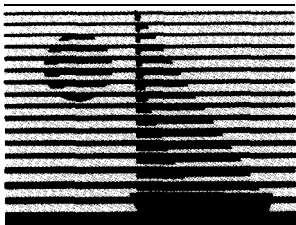
The National Institute of Corrections, Community Corrections Division, will offer a Special Issue Seminar in May 1993 at the National Academy of Corrections in Longmont, Colorado. This session is designed to assist new chief executives in probation and parole agencies from large metropolitan areas. Often those selected for these positions have been recruited or appointed from outside of the system. Those that have come up through a department have had a certain advantage, but may lack executive and leadership skills. These new executives have expressed concerns in such areas as: the issues they face once taking their position, their knowledge of the system, as well as their ability to network with other chief probation officers using a type of peer consultation. The Urban Chiefs Network, a group of chief probation officers who meet quarterly from across

the nation, is an excellent example of community corrections administrators enjoying peer consultation. A formal peer consultation has only existed on a limited basis at national conferences. This orientation would be similar to the current forums that exist in federal probation and the NIC "Orientation for New Directors of Corrections." The Community Corrections Division will host two and one-half days for up to 12 chief probation officers by invitation. This seminar will address the issues that a new executive must face, i.e., budgets, personnel, unions, legislation, increase in crime, and the public's expectations of the agency.

The target audience will be chief executive officers who have been chiefs for less than two years from major jurisdictions with populations of 150,000. Findings will be recorded and made available to other chief probation offi-

cers. The outcomes would also be recorded and sent to professional journals for publication. The application process for this seminar will be conducted in two phases. First, applicants must complete the NIC, National Academy of Corrections application form, supplemented with: 1) a brief description of their current position and experience; and 2) a description of their agency and a statement of its mission. Second, the selected applicants will be asked to provide a list of five problems they have encountered as chief probation officers. The seminar is listed as Seminar Number 93- C2901, May 25-28, 1993, with an application due date of February 25, 1993.

For further information contact Rick Faulkner, National Institute of Corrections, Washington, DC, (202) 307-



## PROFESSIONALS WHO GO THE EXTRA MILE

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**Tim O'Malley, San Mateo County, CA**

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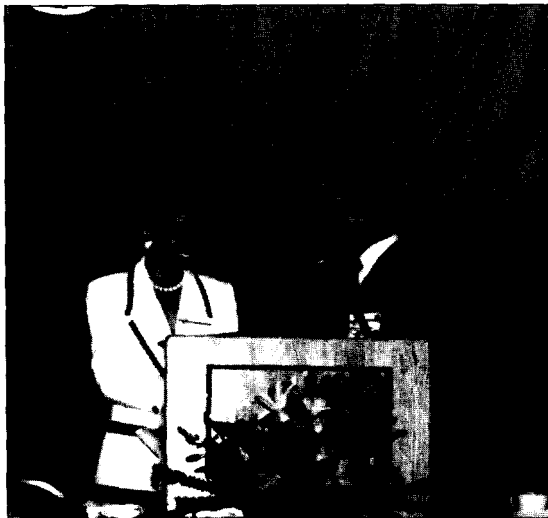
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Institute Chair, Victoria Myers receives a plaque of recognition for her hard work.



The Honorable John A. Marzulli gives the opening address.



Todd R. Clear speaks about values in probation and parole at the Plenary Session.

# A Review of APPA Institute '92

## "Sharing the Vision"

Aug. 30-Sept. 2, 1992

St. Louis, Missouri

The American Probation and Parole Association's 17th Annual Training Institute attracted over 1,300 people to the great city of St. Louis, Missouri. This year the APPA Institute was co-sponsored by the Missouri Corrections Association.

The theme for this year's Institute was "Sharing the Vision." A wide variety of workshops offered innovative ideas and programs to attendees. Dorothy Faust of the Maricopa County Adult Probation Department, Phoenix, Arizona served as APPA National Program Chair and is credited with the program topics and successful development. APPA also wishes to recognize Institute Chair Victoria Myers with the Board of Probation and Parole, Jefferson City, Missouri for her outstanding support and hard work.

The Exhibit Showcase was the largest ever and displayed the best products and services in the market to our field of probation and parole practitioners and others. The exhibit hall hosted two evening receptions and a buffet lunch which drew an exciting crowd.

Board of Directors, committees and affiliate groups had an opportunity to meet and conduct business before the official start of the Institute on Sunday, August 30.

Six intensive sessions were offered on Sunday which provided up-to-date information on such topics as ethics, media relations, intermediate sanctions, violation and revocation issues, and officer safety.

The opening session on Sunday night began with an address by Keynote Speaker, Honorable John A. Marzulli, Superior Court, Bloomfield, New Jersey. Judge Marzulli introduced the concept of "Units of Punishment" in sentencing.

Following the intensive sessions and exhibit hall opening on Sunday, the Institute continued through the close on Wednesday with over 70 workshops. The workshops drew an interested crowd which received challenging and timely information on a wide range of issues such as juvenile justice application, research approaches to supervision problems, parole issues and challenges in community corrections management. A Plenary Session offered on Monday entitled "The Future of Community-Based Sanctions" examined the most critical and controversial issues in the area of community based sanctions for adult and juvenile offenders.

APPA's gala social event, "Riverboat Ramble," was aboard the Belle of St. Louis. Those in attendance enjoyed a night of dinner and dancing while cruising down the Mississippi River. Infinity, one of St. Louis' most sought after entertainment groups, played favorite jazz tunes including the "electric slide" on the third deck. On the first deck, the Bob Kuban Brass, favored by all of St. Louis, provided dance sounds from swing to rock.

Many faculty, participants and guests of the Institute enjoyed a night of base-

ball at Busch Stadium where the St. Louis Cardinals played the San Diego Padres. The Cardinals won 2-0.

The closing session marked the end of another successful APPA Institute. Participants enjoyed a viewing of the APPA video, *The Story of John Augustus* followed by an inspiring presentation of a modern day John Augustus performed by Norman Helber, Chief Probation Officer, Maricopa County Superior Court, Phoenix, Arizona.

The staff of APPA wish to extend a special thank you to all individuals who helped make APPA's 17th Annual Training Institute such a success! Special thanks to the exhibitors for their support throughout the Institute. We also want to give special recognition to the sponsors of the Institute. Without their generous support, the APPA Institute would not be possible:

Abbott Diagnostics

Allen Foods

Alpha Bit Child Development Center

Biosite Diagnostics

BI, Inc.

Booker Associates

Christian Hospital

Digital Products Corporation

Drug Screening Systems, Inc.

FS Missouri Construction Company, Inc.

General Security Systems' Inc.

Missouri Correctional Association

More Smiles, Inc.

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Pennsylvania Association on Probation,  
Parole and Correction

Pharmchem Laboratories, Inc.

Roche Diagnostic Systems

St. Anthony's Hospital

St. Louis Cope

Syva Company

Volunteers of America, Inc.

Vorec Corporation



Participants enjoy a Texas-style reception in anticipation of the APPA Winter Institute in Austin, TX.



A Philadelphia "mummers" band reminds participants to attend the '93 Institute in Philadelphia.



Congratulations!

# 1992 APPA Awards Recipients

The annual awards of the American Probation and Parole Association were presented during APPA's 17th Annual Training Institute in St. Louis, Missouri, August 30 September 2, 1992. Congratulations to the Award recipients in recognition of their contributions and dedication to the probation and parole profession.

## Walter Dunbar Memorial Award

The Walter Dunbar Memorial Award is the oldest APPA practitioner award. It is presented in honor of one of APPA's most distinguished colleagues, the late Walter Dunbar, who served as Director of the California Department of corrections, Chairman of the U.S. Parole Commission and director of the New York State Division of Probation. The award honors significant contributions by a practicing professional or a retired practitioner in the field of probation and/or parole. **Vince Fallin**, Deputy Commissioner, Community Corrections Division, Georgia Department of Corrections is the recipient of this award.

Vince Fallin is viewed as a model for a new generation of probation administrators who have been on the cutting edge of innovation over the last decade and whose leadership can be relied upon to bring community corrections to its rightful place at the center of our criminal justice system in this next decade.

Mr. Fallin began his career as a probation/parole officer in 1972, was appointed deputy commissioner in 1983 and now oversees the operations of one of the largest probation agencies in the country.

He has a Bachelor of Arts Degree in Sociology and Psychology from Mercer University in Macon, Georgia and a Masters Degree in Counseling from Georgia State University.

Through his efforts, the Community Corrections Division in Georgia has been successful in implementing a complete range of innovative sentencing alternatives which have served as a model for the rest of the nation.

Mr. Fallin is recognized nationally, and internationally, as an expert in al-

ternative sentencing who has worked tirelessly and candidly to disseminate the Georgia experience in order to assist other jurisdictions in their own development efforts.

He is also recognized for his efforts on behalf of several correctional organizations to enhance their services to the community corrections profession. Mr. Fallin has served actively on the Board of Directors of the American Probation Association for the past eight years, has served on the Board of the National Association of Probation Executives for the past four years, as Program Chairman of the Southern States Correctional Association and on the Program Council of the American Correctional Association.

## University of Cincinnati Award

The University of Cincinnati Award is not a practitioner award. It is presented to an individual who has made significant contributions to the probation and parole field or technology. Recipients typically are individuals from an academic research or government agency not engaged in providing probation parole services. The recipient of this award is **S. Christopher Baird**, Senior Vice President, National Council on Crime and Delinquency, Madison, Wisconsin.

Christopher Baird has changed the face of community corrections in this country over the last fifteen years and his work will continue to influence our field well into the next century.

He has a Bachelor of Science Degree and a Master of Arts in Economics from Eastern Illinois University in Charleston, Illinois.

As director of a national project in Intensive Supervision Programs (ISP),



APPA Award winners, (l to r): Dennis Martin, Vince Fallin, APPA President Harvey Goldstein, Christopher Baird and Michael Johnson.

funded by the Bureau of Justice Assistance, Mr. Baird has helped dozens of agencies design and implement ISPs. Further, his expertise in correctional research has guided the efforts of numerous agencies to conduct empirical evaluations of their management systems and innovative supervision programs. He directed a landmark evaluation of the Florida Community Control Program, the largest and most intensive alternative sanction program in operation today.

Throughout his career, Mr. Baird has written extensively on these and many other topics of interest to the field with many of his works now regarded as classics in community corrections.

His work was brought to national prominence at the National Institute of Corrections in 1980 where he created and disseminated the NIC Model System for Probation and Parole Management which has been implemented in whole or in part in literally hundreds of agencies across the country. His contributions to community corrections continued when he entered private practice as a consultant in 1983 and is now recognized as one of our fields leading advocates, researchers and writers.

At NCCD, Mr. Baird continues his influential role in community corrections for both adults and juveniles working directly with numerous state and local agencies and conducting important national projects in the field of probation and parole.

### **Sam Houston State University Award**

The Sam Houston State University Award is the newest APPA practitioner award, first given in 1986. This award is for an individual who has published an article concerning probation, parole, or community corrections which provides new information and insight into the operation, effectiveness, or the future of the community corrections pro-

fession. For such recognition an article must have been published in a national or regional journal. The recipient of the Sam Houston State University Award is **Dennis R. Martin**, Probation Collections Coordinator, Administrative Office of the Courts Trenton, New Jersey.

Dennis Martin began his career as a Probation Officer for the Philadelphia Adult Probation Department in 1971 and was Director of the Training Division until his present position with the Administrative Office of the Courts.

He has a Bachelors Degree in Philosophy from the University of Wisconsin; a Masters of Divinity from Yale University and a Master of Education Degree in Psycho-Educational Processes from Temple University.

His contributions to the field of community corrections and particularly to line staff are well known. He has served as president of the Middle Atlantic States Correctional Association, and during his tenure was instrumental in bringing the study of attacks on Community Corrections Staffs to the eight jurisdictions of MASCA. The results of that study appeared in an article authored by Mr. Martin and published in *Perspectives, Corrections Today (ACA)*, *The Connection (MASCA Journal)*, and the *PAPPC Quarterly*.

Mr. Martin has since obtained a grant from NIC to develop training in the area of Staff Safety, based on the findings in the study on attacks of Community Corrections Staffs.

Mr. Martin has had a number of articles published in various journals. His articles include "Probation and Parole Worker Safety: Examining Urgent Issues;" "Survey on Probation, Parole Officer Safety: Details the Dangers of Community Contact;" "Probation/Parole Staff Focus on Worker Safety Research;" and "Survey on Probation/Parole Officer Safety."

Mr. Martin is currently the Co-Chairman of the APPA Research Committee.

### **Scotia Knouff Line Officer of the Year Award**

The most competitive and perhaps the most prestigious practitioner award, is the Scotia Knouff Line Officer of the Year Award. This award is given to a Probation, Parole or Community Corrections Officer who has performed assigned duties in an outstanding manner and/or made significant contributions to the probation, parole, or community corrections profession at the local, regional or national level and/or brought credit or honor to the profession through participation or involvement in community activities or programs. **Michael Johnson**, Probation Officer, Department of Solicitor General, Truro, Nova Scotia Canada is this year's recipient of the Scotia Knouff Line Officer Award.

Michael Johnson has been employed as a Probation Officer with the Department of Solicitor General, Province of Nova Scotia since 1976. During the past 16 years, Mr. Johnson has successfully organized and developed needed programs and services for probationers and other special groups in his community. These initiatives include: the establishment of a local Boys and Girls Club; formation of a volunteer Probation Officer Program; organization of a Neighborhood Work Activity Center; and development of an audio visual education kit on shoplifting.

During the past two years, Mr. Johnson has spearheaded the formation of BRIDGES, a treatment program for abusive men. Through Mr. Johnson's leadership, the BRIDGES program has met with unprecedented success by providing needed treatment services for probationers and increased public awareness in issues related to family violence.

A native of Truro, Nova Scotia, Mr. Johnson received his Bachelor of Science Degree from Dalhousie University, Halifax, and a Master of Criminology from the University of Ottawa, Ontario.

### SCOTIA KNOUFF LINE OFFICER OF THE YEAR AWARD NOMINATIONS

The American Probation and Parole Association would like to give special recognition to every one who was nominated for the Scotia Knouff Line Officer of the Year Award. Their outstanding commitments and contributions to the fields of probation and parole have made a difference.

**George Christie**  
Senior Probation Officer  
Neptune City, NJ

**Toni Peterson**  
Probation & Parole Agent  
Superior, WI

**Lowell May**  
Court Services Officer  
Concordia, KS

**Kevin Kilkenny**  
Parole Agent II  
Philadelphia, PA

**Mary King**  
Senior Probation & Parole Officer  
Norman, OK

**Kathy Cooper-Moore**  
Senior Probation & Parole Officer  
Oklahoma City, OK

**James D. Rich**  
Senior Probation & Parole Officer  
Stillwater, OK

**Russell Turner**  
Senior Probation & Parole Officer  
Poteau, OK

**Floyd Walker-Berry**  
Probation Officer  
Waco, TX

**Frank Brown**  
Probation & Parole Agent III  
Charleston, SC

**William A. Raftery**  
Probation Officer II  
Yonkers, NY

**Cindy McBride**  
Probation/Parole Officer I  
St. Louis, MO

**Oscar J. Becker**  
Supervising Probation Officer  
Fresno, CA

**Robert Watson**  
Probation Officer II  
White Plains, NY

**Michael Kinnard**  
Senior Probation Officer  
El Cajon, CA

**Dalia C. Mead**  
Senior Deputy Adult Probation Officer  
Phoenix, AZ

**Larry L. Keeler**  
Intensive Probation Surveillance Officer  
Mesa, AZ

**Richard Pacheco**  
Probation Officer III  
Alamosa, CO

**Ralph Cristello**  
Probation Officer III  
Sterling, CO

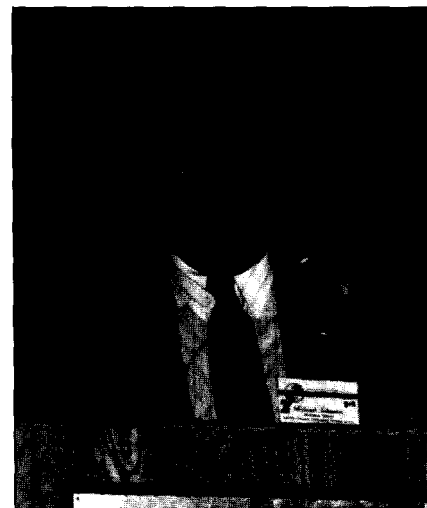
**Fannie Barksdale**  
Probation Officer IV  
Washington, DC

**Katherine Cole-Shepherd**  
Pre-Sentence Investigator  
Salt Lake City, UT

**James A. Commins, Jr.**  
Parole Agent II  
Lancaster, PA

As an experienced Probation Officer, Mr. Johnson has participated on a number of regional and provincial committees during his 16 years with the Department of Solicitor General. He is presently a member of a Senior Interdepartmental Committee which will be developing a coordinated government strategy to effectively address the incidence of family violence in Nova Scotia.

In addition to his many community involvements, Mr. Johnson has maintained an exemplary level of performance in discharging his regular duties. He is especially sensitive to the needs of probationers on his caseload and proactive in responding to their concerns through effective community program development.



**Scotia Knouff Line Officer of the Year  
Award Recipient, Michael Johnson.**

### President's Message

Our final session was the biggest hit of all. Maricopa County Chief Adult Probation Officer Norm Helber brought down the curtain with an excellent "performance" as John Augustus, reflecting on his thoughts and appreciation for probation today.

As always, while we worked hard we

played hard as well. The Cardinal games were excellent, and while we were there the team was on a winning streak. The riverboat ride on the Mississippi was a lot of fun, with great music, lively dancing, and marvelous bands. Most meaningful to me, however, was the true APPA spirit that

came through, as both members and associations contributed financially or by participating in the fun run, to the Malcolm MacDonald Scholarship for Excellence. If Malcolm were with us today he would have said that the 17th Annual Institute was true APPA.

- Harvey Goldstein

# APPA 5K Fun Run and Walk



This year's Institute offered an exciting start with the first ever APPA 5K Fun Run and Walk. Beginning under the spectacular St. Louis Arch, the event took place at 7:30 a.m. (for those who could make it) Sunday morning. The Fun Run and Walk is dedicated to the memory of former APPA President, Malcolm MacDonald, who passed away in February 1992 after a brief illness. Proceeds from this event will be contributed to the APPA Malcolm MacDonald Graduate Research Scholarship Fund.



Two of the winners were Mary Helber and Alan Schuman.

APPA wishes to express special thanks to the sponsors of this event:

APPA Staff	Meyer Land Company
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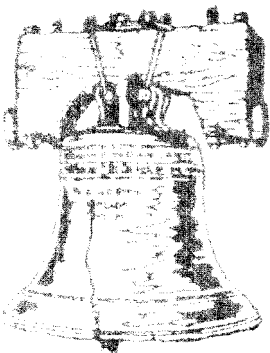
And they're off. The APPA 5K Fun Run and Walk, which began under the St. Louis Arch, drew 160 participants.

**APPA 5K Fun Run and Walk Results****FEMALES**

	Name	Time
<b>Female Overall</b>		
1st	Kathy Childerson, Edwardsville, IL	20:16
2nd	Tara Caputo, Edwardsville, IL	20:52
3rd	Debbie Stiles, St. Louis, MO	22:14
<b>Female 14 &amp; Under</b>		
1st	Shaun Bohnenstiehl, St. Jacob, IL	22:26
2nd	Dawn Walton, St. Louis, MO	27:59
<b>Female 20-29</b>		
1st	Annie Grevas, Salina, KS	23:46
2nd	Jennifer Perez, Bethalto, IL	23:57
3rd	Susan Stone, Lexington, KY	24:31
<b>Female 30-39</b>		
1st	Renee Bergeron, Columbia, SC	23:46
2nd	Annette Henderson, Atlanta, GA	25:22
3rd	Jackie Haines, Indianapolis, IN	26:49
<b>Female 40-49</b>		
1st	Nancy Lotz, Narberal, PA	25:06
2nd	Adrienne Forsythe, St. Louis, MO	27:01
3rd	Mickey Neel, Lexington, KY	27:46
<b>Female 50-59</b>		
1st	Pauline Gregory, St. Louis, MO	33:11
2nd	Rosalie Loehr, St. Louis, MO	40:36
3rd	Mary Helber, Phoenix, AZ	40:51
<b>Female 60 &amp; Over</b>		
1st	Polly McCarthy, St. Louis, MO	34:47

**MALES**

	Name	Time
<b>Male Overall</b>		
1st	Glen Wiese, Webster Groves, MO	17:18
2nd	Dan Hardwick, Jerseyville, IL	17:51
3rd	Terry Holman, St. Louis, MO	17:59
<b>Male 14 &amp; Under</b>		
1st	Alex Noel, St. Charles, MO	18:28
2nd	Blake Thompson, St. Louis, MO	19:09
<b>Male 15-19</b>		
1st	David Lundstrom, Washington, MO	18:06
2nd	Bob Mikesell, Sparta, IL	18:38
<b>Male 20-29</b>		
1st	Alex Countryman, St. Louis, MO	20:19
2nd	Chris Frech, Woodward, OK	26:47
<b>Male 30-39</b>		
1st	Bud Schneider, Belleville, IL	18:17
2nd	Byron Johnson, Clearfield, KY	19:36
3rd	Vitto Manzullo, Sparta, IL	19:43
<b>Male 40-49</b>		
1st	Donald Oplt, Edwardsville, IL	19:48
2nd	Donald Gary, Indianapolis, IN	20:46
3rd	James Seitz, Granit City, IL	21:20
<b>Male 50-59</b>		
1st	Dick Isselhart, Kirkwood, MO	20:22
2nd	Alan Schuman, Washington, DC	26:23
3rd	Charles Countryman, St. Louis, MO	27:53
<b>Male 60 &amp; Over</b>		
1st	Leon Fennell, Bridgeton, MO	18:23
2nd	Donald Wahle, Cincinnati, OH	23:16
3rd	Robert Kent, Troy, MO	23:23



## Mark Your Calendar for the APPA 18th Annual Training Institute

*Co-sponsored by Pennsylvania Association  
on Probation, Parole and Correction*

**Philadelphia, Pennsylvania  
September 19-22, 1993**



# An Evaluation of a Community-Based Sex Offender Program

by Ray Coxe, Ph.D. and Fran Hudgins, C.S.W.

Media descriptions of the McMartin pre-school trial and the sexually-motivated murders by Jeffrey Dahmer shocked us with the realization that everyone is a potential victim of sexual assault. Confused by these apparently irrational acts, we search for reasons to explain this problem - a problem that is epidemic. Within the last few years, professional groups such as the Association for the Treatment of Sexual Abuse and the American Professional Society for the Abuse of Children have published hundreds of articles describing the incidence and prevalence, causes and effects, and the treatment effectiveness of sexual deviancy. We will discuss the results of some of these studies and describe a community's efforts to prevent these violent crimes.

## The Problem of Sexual Abuse

The Children's Division of the American Association for Protecting Children in Denver, Colorado used official reports of state child protective agencies and found there were over 100,000 children who were sexually abused in 1984 (Conte, 1986). We contacted the American Humane Association, and they stated that in 1986 there were 132,000 confirmed cases of child sex abuse. We also contacted the National Committee for the Prevention of Child Abuse to obtain the results of a survey done in 22 states. In 1990, 2.5 million cases of child abuse were reported. The confirmed cases based on type of abuse fall into the following categories: physical - 27 percent, sexual - 15 percent, neglect - 46 percent, emotional - 9 percent, and other types - 4 percent. Only the percentage, and not the total number, in each category is known.

A problem with these figures is that they were produced by state protective

agencies who are concerned with in-home perpetrators, while most perpetrators of sexual abuse are out-of-home perpetrators. The staff of the American Humane Association said the actual number of cases of sexual abuse is increasing but the percentage remains the same - 17 percent. In summary, there are no exact national figures on the total number of sexually victimized children.

Prevalence is the extent a condition exists within a given population, and it is stated as a percentage or ratio. Prevalence studies of sexual abuse report a wide range of results because only a few used random sampling, and there is no commonly agreed-upon definition of child maltreatment. In a summary of these studies, Finkelhor reports that 8-62 percent of all women and 3-30 percent of all men are sexually abused - the broader the definition, the higher the rate of abuse (Finkelhor, 1988). A study by Russell (1986) is recognized for the strength of its methodology: She used random sampling; the interview format included detailed, structured and unstructured questions; and the operational terms were clear.

Russell identified 930 female San Francisco residents 18 years and older, who were surveyed by trained interviewers. Sixteen percent of the women reported intrafamilial or incest abuse, and 31 percent reported sexual abuse by a non-relative. The survey found that when all cases of intrafamilial and extrafamilial child sexual abuse were combined, most perpetrators, 69 percent, were known to the victims but unrelated. Only two percent of the intrafamilial and six percent of the extrafamilial cases were ever reported to the police.

## The Initial Effects of Sexual Abuse

In one of the few empirical studies done assessing the initial effects of child sexual abuse, DeFrancis (1969) found that about two-thirds of the children who are sexually abused experience behavior problems. Another study (Anderson et al., 1981) using standardized measures to assess behavior problems found the most common symptoms experienced by victims were fear, anger, hostility, guilt and shame. They also found that the highest incidence of behavior problems was in the 7-13 year old group.

Conte and Berliner (1988) compared the behavioral profile of a group of children with positive findings of sexual abuse with a group who had not been abused. Significant differences between the two groups were found on all behavioral comparisons. The authors report that the trauma was greater if any of the following occurred: The victim feared negative consequences for reporting, the offender denied the abuse took place, or the victim had a positive view of the perpetrator.

## The Long-Term Effects of Sexual Abuse

Many empirical studies report the long-term traumatic effects of sexual abuse. In one of these studies (Stein et al. 1988) estimated the prevalence and incidence of specific psychiatric disorders among adults who had been sexually abused as children. Over 75 percent of this group experienced at least one symptom; anxiety, anger, guilt, and depression were the most commonly reported symptoms. Her findings are consistent with those of other authors (Peters, 1985; Russell, 1986).

## The Offenders

Abel et al. (1987) reported the results of an eight year survey of 561 male paraphiliacs who had voluntarily sought assessment and treatment. The purpose of the survey was to determine the variety and frequency of their sexual offenses and the number of their victims. This group reported a total of 291,737 completed acts and 195,407 victims. The ratio of arrest to offenses committed was 1:30 for hands-on offenders and 1:150 for hands-off offenders. It was rare for an offender to report a single sexual deviancy; the average number of sexual deviances was 4.1 per offender. Another study reports similar results (Groth et al., 1982).

Weinrott and Saylor (1991) used a computer-administered interview to determine the self-reports of past criminal behavior from 99 institutionalized sex offenders. The purpose of the survey was to find out the total number of non-sex offenses committed in the 12 months before their incarceration. The sample included both rapists and child molesters from a sex offender program in Western State Hospital at Fort Steila-coam, Washington. This group was used because, as part of their treatment, an emphasis was placed on self-disclosure. These 99 men committed 19,518 non-sex offenses in the 12 months preceding incarceration. The 37 rapists admitted over 11,000 non-sex offenses, and the 62 child molesters admitted over 8,000 non-sex offenses. Ninety-five percent of the rapists admitted at least one drug or alcohol offense, and burglary and robbery offenses were also high for this group. Twenty percent of the child molesters committed either assault, theft, burglary, possession of stolen goods, or drug-related offenses the prior year.

## The Problem of Sexual Abuse in Texas

Cases of sexual assault in Texas are reported to either social or law enforcement agencies. *The Interagency Report* (1991) states that in 1990, the Texas Department of Health had 16,114 cases of sexual assault reported, and Texas law enforcement agencies re-

ceived 7,953 cases of reported rape - 2,126 of these resulted in arrests. Since rape is a non-legal term usually used to describe the sexual assault of an adolescent or adult, the actual number of cases involving children is unclear. *The Status Report* from the Texas Department of Human Services (1990) reports 8,916 cases of child sexual abuse were confirmed in 1990 by the Texas Department of Human Services.

According to the reports of adult survivors of child sexual abuse and convicted perpetrators, the majority of sexual abuse is nonfamilial. It is also known from Russell's research (1986) that most cases are never reported. Therefore, the information obtained on actual numbers of reported cases probably underestimates the size of the problem. To effectively change a condition, the condition must first be understood. To be able to develop realistic and effective interventions for the victims of sexual assault, we must have accurate information on the demographics of this population, and we need a means to evaluate the effectiveness of our present intervention strategies.

Several communities have attempted to resolve these concerns with the development of Children's Advocacy Houses. Law enforcement and social agencies within these communities have combined their efforts to provide a single location where a child reporting abuse is interviewed by one person. This avoids the revictimization caused by multiple interviews in various settings by different interviewers. This single setting also provides an opportunity for collecting data on this population from one source within a community - an opportunity that did not exist before the development of these houses.

## What Causes Men to Sexually Molest Children?

Araji and Finkelhor (1985) reviewed the empirical research to determine what support exists for the theories explaining why men molest children. These theories were organized into four categories: emotional congruence, sexual arousal, blockage, and disinhi-

bition. The emotional congruence theory states that men choose to relate sexually to children because it allows them to feel more powerful; however, the authors concluded empirical support for this theory is inconclusive. The sexual arousal theory states that sexual feelings and fantasies toward children are strengthened through masturbation and repetitions, and impressive experimental research does support this theory.

The blockage theory states men are blocked in their ability to get their sexual needs met in adult heterosexual relationships and turn toward children. Empirical support for this theory does exist but is described as weak. The disinhibition theory states that conditions, such the influence of alcohol or having weak impulse control, disinhibits pedophiles so they can sexually interact with children. Aarens et al. (1978) reviewed the literature and found some support for alcohol being a disinhibitor - 30.40 percent of pedophiles reported the use of alcohol. However, little empirical support exists to support the theory that pedophiles suffer from disorders of weak impulse.

## Is It Cost-Effective to Treat Sex Offenders?

Prentky (1990) developed a model to determine the cost-benefits of treating sex offenders. He found the cost to rehabilitate a sex offender in the community-based Massachusetts Center for 5.1 years was \$118,146, and they are released with a .25 risk of re-offending. The cost of sending a convicted child molester to prison for seven years was \$165,979, and they are released with a .40 risk of re-offending. Prentky states that rehabilitation is both cost-effective and lowers recidivism.

## What Methods are Used by Providers to Rehabilitate Sex Offenders?

The American Bar Association (Smith et al., 1991) conducted a survey of 100 randomly selected centers to decide how child sexual abusers are being monitored on probation. The survey

revealed fewer than half the county probation departments had special guidelines for handling these problems, and only one-fourth had a specialized unit for sex offenders. Most jurisdictions placed offenders on probation from three to five years. Public mental health programs were used most often for treatment, and the vast majority of offenders were ordered to psychological counseling. Finally, most child sexual abuse cases terminate with negotiated outcome as prosecutors described them as difficult cases to take to trial.

### **Can Sex Offenders be Rehabilitated?**

Marshall et al. (1991) reviewed the results of various methods of treatment with sex offenders. He states that physical and chemical castration were effective in producing a decrease in sex offending. His review of the outcome of noncognitive behavioral approaches was mixed; some were effective and some resulted in recidivism rates higher than untreated offenders - recidivism rates ranged from 6.3 to 26.6 percent. One study matching treated with untreated groups found the untreated offenders showed a lower recidivism rate. Two self-help group programs also produced higher recidivism rates than the untreated groups prompting Marshall to state, "Programs based on self-help philosophy have been abysmal failures and should be terminated forth-

In a study done by Marshall et al. (1988) at the Kingston Sexual Behavior Clinic in Canada, treated and untreated offenders were matched on various demographic history variables, and a cognitive-behavioral treatment format was used. Recidivism rates were determined from both official and unofficial records (the recidivism rate from official records was 2.4 times greater than the official records). A four-year follow-up showed the recidivism rate for the untreated offenders was 42.9 percent. The recidivism rate for the treated group was 17.9 percent for nonfamilial incest and eight percent for familial incest.

The Vermont Treatment Program for Sex Offenders (Pithers, 1988; Pithers & Cumming, 1989) uses a cognitive-behavioral relapse prevention model, and a four percent recidivism rate for 167 treated offenders over a five-year follow-up is reported. The Jackson County Sex Offender Program in Oregon did a follow-up of 173 offenders seen in their program from 1982 to 1990, and a five percent recidivism rate for both sex and other felony crime convictions is reported (Knapp, 1991). A major component of this program is the frequent use of the polygraph, and Knapp states, "... these results (recidivism data) strongly suggest that intense, specialized supervision with effective treatment and polygraph monitoring can reduce recidivism."

In summary, results of empirical studies find sex offenders can be effectively treated if appropriate methods are used. These studies also show that poor treatment may actually be worse than no treatment.

### **The Jefferson County Sex Offender Program**

Since 1985 Jefferson County has placed most of its sex offenders in the Jefferson County Sex Offender Program. This program was organized within the County Probation Department, and the staff includes probation officers and a consulting psychologist. Probationers are court-ordered into the program and meet in weekly group sessions.

The program process begins during plea bargaining. Sex offenders entering a guilty plea are evaluated during their pre-sentence investigation. The investigation includes psychological testing, a polygraph exam, and a penile plethysmograph which measures the offender's pattern of sexual arousal. The primary purpose of the program is to keep the community safe, and a risk assessment profile is included in the recommendations of the pre-sentence report. To be eligible for the sex offender program, the offender must admit the offense occurred, acknowledge a need for help in managing his sexual

deviancy, and agree to follow all the conditions of his probation. These conditions include avoidance of contact with children, no use of pornography, a waiver of confidentiality, and a commitment to participate fully in all aspects of the program. Failure to comply results in either an administrative or judicial hearing.

The offender proceeds through four levels of groups: denial, behavior management, evening treatment, and aftercare. In the denial group the probationer is oriented to the program and writes a detailed, written narrative of his offense. The narrative includes thinking errors used to justify his act, how he selected and groomed his victim, the details of his deviant actions, and a description of how he attempted to control his victim and maintain secrecy. This narrative is read to the group and, if they find it acceptable, they vote him into the behavior management group.

The behavior management group uses behavioral techniques including ammonia relief, negative imagery, thought stoppage, masturbatory conditioning, and covert sensitization to teach the offender how he can recognize and manage his deviant arousal pattern. The evening treatment group includes modules on relapse prevention, victim sensitivity, and learning the deviant sexual cycle. After the probationer completes the modules in the evening treatment group, he goes into the aftercare program which meets in a monthly evening group. Offenders take two to three years to reach the aftercare program, and the remainder of their probation is in aftercare. (There are no early releases from probation.)

During 1990-91, 94 probationers were in the Jefferson County Sex Offender Treatment Program. A penile plethysmograph was administered to each offender and demographic information was obtained on both the probationers and their victims. The details of their sexual behavior during the offense and the total number of victims they admitted offending were also obtained.

### Offender Characteristics

Table 1 contains data on these probationers' age, race, and education. Most of the offenders are in the 31-to-40 age range, and the racial make-up is consistent with that of Jefferson County. Most offenders are high school graduates.

### Relation to Victim and Chemical Abuse

Table 2 contains data on the offenders' relationships to their victims and chemical abuse history. Most offenders are not related to their victims, and 43 of the total of 94 used a chemical during the offense.

### Victim Characteristics

Table 3 contains victim demographic data. Most of the probationers report abusing only females but nine offenders report abusing both males and females. The most common victim age range is 10-15.

### Types of Force and Total Number of Victims

Table 4 contains information collected on the type of force used during the offense which is divided into four sub-categories: physical coercion, verbal coercion, physical violence, and verbal violence. An example of physical coercion is the use of a back rub to groom the victim, and an example of verbal coercion is the promise of a gift or favor. An example of physical violence is striking the victim, and an example of verbal violence is threatening the victim with physical harm. Verbal coercion was the most frequently used type of force.

Five men have committed another sexual offense since being placed in the program, and violence was part of the offense pattern for four of them. Probationers who have used violence in their offense are a high risk for community supervision. Measures taken to minimize this threat include frequent urine screens (the abuse of chemicals is common among violent offenders), electronic monitoring, and anger manage-

TABLE 1: Offender Characteristics							
Age	No.	%	Race	No.	%	Education	No.
10-20	5	5	White	52	55	6th & Below	1
21-30	25	27	Black	36	38	Dropped Out	20
31-40	42	45	Oriental	1	1	High School Grad	67
41-50	13	14	Hispanic	5	5	Attended College	3
51-60	5	5	Other	0	0	College Graduate	3
61+	4	4					

TABLE 2: Relation to Victim and Chemical Abuse				
Relationship to Victim	No.	Chemical Abuse Type	Category	No.
Father	19	Prior Alcohol		30
Stepfather	19	Prior Drugs		12
Other	66	Prior-Both		19
		Used During		43
		No chem history		47

TABLE 3: Victim Characteristics						
Sex	No.	%	Age	No.	Race	No.
Male	12	13	01-05	15	White	56
Female	73	78	06-09	39	Black	41
Both	9	10	10-15	44	Oriental	3
			16+	18	Hispanic	5
					Other	1

TABLE 4: Type of Force and Total Number of Victims			
Type of Force	Freq.	Number of Victims	Number of Offenders
Verbal Violence	18	1	49
Physical Violence	22	2	15
Verbal Coercion	68	3	8
Physical Coercion	54	4	4
		5	3
		6+	15

ment training. These probationers are also required to maintain a daily activity log. Finally, female officers are requested to have an accompanying officer with them during the community and home contacts with these offenders.

Table 4 also contains information on the total number of victims a probationer admits offending. Most admitted one victim, while 15 admitted six or more victims. A hands-on offender identified over 150 victims; and one

hands-off offender, an exhibitionist, believes he has over 2,500 victims.

### Offense Behaviors

Table 5 contains the specific sexual acts committed by these offenders during their offense. Most offenders used several of these behaviors during their offense, and the two most common offense behaviors were touching a child's clothed and unclothed genitals.

**TABLE 5: Offense Behaviors**

No.	Behaviors
58	Adult fondling of child's unclothed genitals
57	Adult touching of child's clothed body parts
48	Exposure of adult genitalia to child
38	Adult oral contact with child's genital
37	Vaginal intercourse
34	Digital penetration
31	Child instructed to expose genitals
23	Simulated intercourse over child's clothes
21	Child instructed to have oral contact with adult genitals
20	Open-mouthed kissing
19	Child forced to view sexually explicit material
9	Exhibitionism
8	Child masturbates adult
7	Anal intercourse
7	Adult rape
2	Obscene phone calls
1	Child forced to participate in pornography filming

**TABLE 6: Results of the Initial and Maintenance Polygraph Exams**

Month	Initial Exams		Maintenance Exams	
	No.	% Deceptive	No.	% Deceptive
July	4	25	8	37
August	3	0	11	18
September	9	78	4	25
October	3	100	12	50
November	6	67	12	33
December	4	100	14	21
Total	29	65	19	31

### Summary of the Polygraph Exams

Two polygraph protocols are used in this program, the initial and maintenance exams. The initial exam is done as part of the pre-sentence investigation and assesses the truthfulness in the offender's description of the offense, sexual history, and whether he used trickery when he took the plethysmograph. The maintenance exam is done quarterly and assesses the offender's probation compliance. The results of the exams administered between June and December of 1991 are presented in Table 6.

Following the questioning in both the initial and maintenance exams, the

offenders are told which questions elicited deceptive reactions, and they are given an opportunity to resolve the discrepancy. This is the admissions phase of a polygraph exam, and during this phase new information is usually produced. The type and total number of deceptive responses made during the initial exam included: other sexual violations - 12, lied about their probation offense - 9, masturbated to thoughts of children - 8, inappropriate viewing of nudity - 6, and drug use - 2. The type and number of deceptive responses made during the maintenance exam included: masturbated to thoughts of children - 7, lied in treatment - 4, viewed pornographic movies - 4, drug abuse - 6.

### Summary of the Plethysmograph Assessments

One program goal is the lowering of deviant sexual arousal. Successful treatment can only be determined if an effective measurement of treatment outcome is obtained; if lowering sexual arousal is the outcome goal, there must be a reliable means of measuring this behavior. The penile plethysmograph is recognized as a reliable measure of sexual arousal - much more reliable than offender self-reports (Barlow, 1977). The results are used to establish treatment goals and not to determine whether an event has occurred. The measured arousal is also compared with the offender's self-report, and presenting the offender with the discrepancy helps to overcome denial. The validity of the plethysmograph has been challenged because extensive data does not exist on a nondeviant population. But, since no attempt is made to compare the offender's results with a nondeviant population, this does not seem to be a fair criticism.

The penile plethysmograph was administered to each of the 94 offenders using both audio and visual stimulus materials. The auditory scenes include adults and children of both sexes, and the range of force is from verbal coercion to physical violence. The visual stimulus includes both nude males and females in one of five age groups ranging from infant to adult. The visual stimulus results were categorized into one of two groups based on the sex of the offenders' victims; a group profile was developed for offenders with only female victims, and a group profile was developed for offenders with only male victims.

Table 7 contains the plethysmograph summaries for 73 men who abused only females, and only the summary data for the slides is included. The vertical axis describes the percentage of offenders significantly aroused to each slide. (Significant arousal is defined as a 30 percent increase in penile circumference over a baseline of detumescence. The horizontal axis describes the age and sex of the nude figures in the

slides. The bar on the left end shows 45 percent of this group was aroused to the slide of a female adult.

Table 8 contains the plethysmograph summary data for the 12 men who abused only males, and only slide data is included. The bar on the left end shows 55 percent of this group was aroused to the slide of an eight-year-old male.

This data would support the hypothesis that a relationship exists between an offender's arousal pattern and the victim's gender. However, caution should be used in attempting to generalize from a group to an individual profile - there is greater variance in an individual than group profile. Also, the results of an individual profile cannot be used to identify a "type" of sex offender such as the profile of a "typical" rapist or heterosexual pedophile.

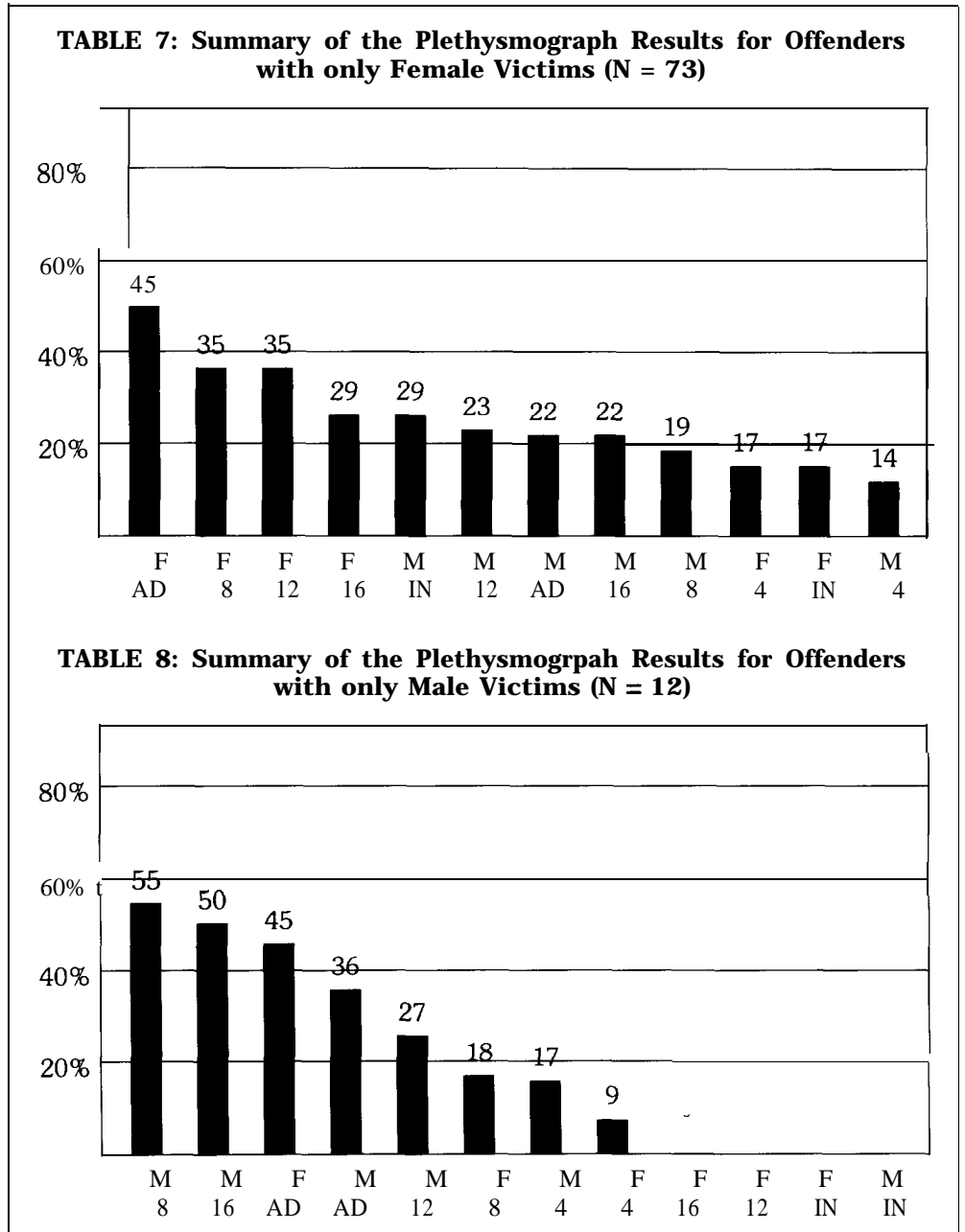
Finally, 21 members of this group were asked if they had been sexually abused as a child. Seven or 33 percent admitted they had been, and there was no evidence on the polygraph that their answers were deceptive.

### Treatment Outcome

Between 1985 and 1990, Jefferson County has placed 114 sex offenders in a program supervised by the Probation Department (Coxe & Mehafy, 1990). Since their original sentencing, five have committed another sexual offense, and 21 have committed serious probation violations that resulted in incarceration. The most frequent probation violations of the 94 offenders in this evaluation included: burglary, theft, sexual re-offense, administrative re-offense, possession of a controlled substance, contact with victim, and denial of offense.

### Discussion

Sex offenders live in a secret world that is preserved through manipulation, lying, and self-deception. They use dishonesty to insulate themselves from the destruction and horror of their deviant acts. Their behavior is guided by distorted thinking - clearly a person who has intercourse with a small



child or stands in the middle of a public parking lot exposing their penis to a stranger is not thinking like most people. Finally, a sexual orgasm is an extremely potent reinforcer - with enough paired repetitions, it can probably maintain any behavior. Staff would be extremely naive to assume sex offenders are eager to replace their apocalyp-

tic orgasms for self-understanding or social approval.

We state what is obvious to make the point that changing deviant behavior is extremely difficult, lengthy, and requires a balance between perseverance and patience. Sex offenders are, by the nature of their very acts, controlling people, but they must give up control

in order to change. Interventions for violations must be clear, immediate, and decisive. Finally, offenders abused trust and honesty long before they ever sexually abused. They are told that they will not be trusted the entire time they are in the program, for their benefit and the safety of the community. Surveillance, monitoring, and lack of confidentiality are necessary.

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**Sex offenders are, by the nature of their very acts, controlling people, but they must give up control in order to change.**

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Staff must acknowledge that slips, lapses, and even relapses are inevitable, and when they occur, contingencies should be available. This communicates to the offenders that the staff knows change is difficult. Overoptimism and not preparing for these certainties may increase the likelihood for an offender to become totally discouraged and fail completely. Almost all offenders talk of the number of times before their arrest that they have failed in their efforts to change. They may interpret overoptimism as follows: (1) some may believe the staff is naive and uninformed; and (2) some may react with frustration because it is not consistent with the difficulty they are experiencing in their efforts to change.

A pattern in the field of sex offender treatment has emerged showing that some types of offender treatment are effective in both outcome and costs. However, ineffective treatment may result in an increase in recidivism, the number of victims, and economic loss. Having a safe community depends on service providers making quality, informed choices in the treatment and management of this population.

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# APPA Training Seminar Brings Victim Issues to the Forefront in Nebraska State Probation System

by Christine Heisel, Former Probation Officer, Douglas County Probation Department, Omaha, Nebraska

## Victim Perspective

By the time a victim becomes a factor within a probation or parole case file, that person has been involuntarily dragged into and through a system. It is a system that, for most, is alien, misunderstood and frustrating. The procedural role of victims as witnesses has even been viewed by some as a source of additional damage exceeding that caused by the offender (Malsch, 1975).

The individual has first experienced the loss, injury and trauma of the initial victimization. Generally, the first contact with "the system" is with the police who want cooperation to obtain an arrest. The prosecutor *wants* cooperation to obtain a conviction - and then at times the mysterious process of a plea agreement occurs and the case has received "final disposition." Plea bargains are often negatively perceived by the victim because the reduced charges can seem entirely unrelated to the victim's experience. (And this is assuming the victim was even made aware that an arrest had occurred and a guilty plea accepted.) When (or if) the victim is contacted as a part of a presentencing or predisposition investigation, victims sometimes view the plea bargaining process as just another segment of a system that *wants* cooperation.

## History and General Information

The American Bar Association began recognizing the problems within the criminal justice system pertaining to victims as early as the 1930s. Each decade since has brought refinements into the system to assist victims. The most recent noticeable changes began

through the 1980 presidential initiation of a task force for victims of crime and the implementation of the 1984 Victims of Crime Act.

Interest grew slowly but steadily, promoted through efforts of groups and organizations that were once local "grassroots" gatherings. The "victim movement" gained organization, recognition and small, but meaningful, advancement. Currently a strong foundation has been developed and continues to gain not only financial support, but political popularity for recognizing and assisting victim advocacy programs.

Perhaps one of the factors enhancing the recent "popularity" of victim issue support is the statistic which indicates that one out of every five Americans will be a victim of a crime at least once during their lifetime. Combining the number of victims with the number of family, friends, and co-workers also indirectly affected by a crime creates a statistically significant constituency! Probation and parole professionals have only to look at their caseload to see the numbers of victims!

## Professional Response to the Issue

In August 1991, the American Probation and Parole Association (APPA), with funding provided by the Office for Victims of Crime within the U.S. Department of Justice, conducted a pilot training seminar in Chicago on the importance of providing services to crime victims. In less than one year, the Nebraska State Probation System had taken the tools provided from this program and strengthened the state probation system by incorporating an awareness of victim issues.

In Nebraska, a committee was established consisting of the State Probation Administrator, two Chief Probation Officers, a Senior Officer and a Line Officer. The first step was to evaluate current programs and procedures to determine the needs within the system, as well as the feasibility and level of support for implementing changes. This was found to be the cornerstone of such a project, and was repeated following subsequent steps. There may exist a desire to pursue drastic changes, however reality dictates that a great deal more must be considered than simply the needs of victims. The limitations of the current system, the politics involved, and the often conflicting roles of victims within this system are all critical factors which cannot be ignored if positive changes are to be made.

Contacts were made with state and regional victim advocacy groups to establish a rapport and to determine related victim issue projects. This alone has already provided benefits which surpassed initial expectations. These organizations not only welcomed the interest of the state probation system, they immediately offered participatory membership to the organizational committees. This in turn has provided information regarding legislative pursuits of these organizations, exposure and access to the members of the State Legislature who participate actively with these groups, and the ability to prepare for the implementation of legislation.

As an example, a state probation officer is now a member of the Board of Directors of the Nebraska Coalition for Victims of Crime (NCVC). This organization represents a network of various victim advocacy groups and agencies

working directly with victims of crimes. NCVC is currently working with legislative representatives toward passage of a State Constitutional Amendment guaranteeing crime victims' rights. A bill for this purpose was introduced this year, but failed to make it out of committee. While NCVC is strongly supportive of the need for the amendment, the wording incorporated in the pending version does not express the desired intent. NCVC has now gained support from members within the legislature to have the bill re-worked to include a provision for recourse against individuals or agencies failing to comply with the amendment. This will have immediate impact on Nebraska's probation and parole systems since the bill specifically requires routine notification to victims regarding all judicial and correctional actions pertaining to the perpetrator of the crime.

Active participation has also contributed to the awareness by victim advocacy groups of the constructive capacity of probation within the communities. Many members had previously thought the criminal justice system might be more accurately termed the criminal's justice system, and viewed the role of the probation officer as antithetic to the goals of victim advocacy. The bi-annual training for newly hired state probation officers has been modified to include a segment on these victim issues. The officers receive an overview of victimization including statistical data and psychological evidence. New officers review factual and emotional testimony from victims through a video presentation. The current legal status of victims is discussed, as are the programs and goals of victim advocacy groups. Officers are encouraged to foster additional contacts and develop informal referral sources within their regions to have available when contacting victims. This is then incorporated into the training on the preparation of presentence investigation reports which include Victim Impact Statements, supervision strategies and special conditions of particular importance to crime victims such as restitution.

## Reactions and Proposals

A seal for Nebraska's state probation system was recently designed and accepted. Included in the design is acknowledgment of victim assistance. Proposed projects include amending the mission statement of the state probation system to clearly express a sensitivity to victims, and expanding or supplementing all areas of the State Probation Manual which are, or should be, victim related. This will provide concrete proof of a long-term commitment to providing assistance to victims.

The ground work has been completed. The response has been remarkable. Community groups which previously had little, if any, knowledge of the state probation system are becoming informed and increasingly aware of the system's interest in victim issues. The community is providing support and expressing interest in developing or expanding victim-related programs. This expansion also includes services for offenders from which victim-related results could be gained, such as the management of restitution and community service. Programs such as these would promote an increased awareness among offenders of the consequences of victimization.

Nebraska State Probation was extremely proud to have been selected to receive one of the four training seminars offered by APPA and developed by the Offender Supervision and Victim Restitution Project. Since the national interest in this issue had already been cultivated, the response from agencies across the country to APPA's Request for Proposals was significant. In addition to all State Chief Probation Officers, a County Court Judge and a State Senator were in attendance at the seminar held in Omaha in May 1992. The training has already proven to be beneficial.

Nebraska's demonstrated commitment to crime victims also proved valuable during the selection of Omaha as a site for a training presentation conducted by the National Organization for Victim Assistance (NOVA) which was directed toward integrating agen-

cies from the public and private sectors in the area of victim assistance. Actively soliciting the opportunity to participate in the APPA training seminar indicated a level of commitment which was instrumental in NOVA's selection.

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## Community groups which previously had little, if any, knowledge of the state probation system are becoming informed and increasingly aware of the system's interest in victim issues.

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The political forum has begun to recognize the victim constituency and it is now time for community corrections to do the same. Probation and parole professionals who are proactive in victim issues provide needed assistance, gain higher visibility of the valuable benefits contributed to the community, increase public awareness and create a synergetic effect of political impact for both crime victims and community corrections professionals.

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## About the Author

Ms. Heisel remains an active member of the APPA Victim Issues Committee which meets twice each year prior to the APPA Winter and Annual Training Institutes.

## *Identifying and Intervening with Drug-Involved Youth*

# Request for Proposals from Juvenile Justice Agencies

The American Probation and Parole Association (APPA) announces the availability of technical assistance and financial aid to juvenile justice agencies interested in establishing or enhancing programs to identify and intervene with drug-involved youth. By responding to this request for proposals:

- four to six agencies may be selected as demonstration sites and will receive training, consultation services and financial assistance for program development; and/or
- a number of agencies may receive limited training and technical assistance.

### **Background**

Indicators of the rate of substance use among youth entering the juvenile justice system establishes a strong correlation between drug use and delinquent behavior. It is likely that the actual incidence of drug-involvement is even greater than research indicates. To effectively intervene with youth engaged in delinquent behaviors, their drug use also must be confronted.

APPA is conducting the project, Identifying and Intervening with Drug-Involved Youth, with funding from the Office of Juvenile Justice and Delinquency Prevention of the U. S. Department of Justice.

The first phase of the project consisted of curriculum development and training. With assistance from an Advisory Committee representing juvenile justice experts across the country, project staff developed a conceptual model and curriculum that emphasizes establishing or enhancing programs to identify and intervene with drug-involved youth. Assessment instruments, drug recognition techniques, and chemical testing are presented as the most feasible means of identifying juveniles who are using drugs. For youth identified with substance abuse problems, appro-

priate interventions that are consistent with the agency's mission and program purpose must follow. Legal issues, especially those related to chemical testing and interventions, also are included in the curriculum. Five regional training programs have been conducted for approximately 200 participants.

### **Program Description**

The second phase of the project will focus on providing training, technical services, and financial aid to a limited number of demonstration sites which will be assisted in establishing model drug-use identification and intervention programs. In addition, short-term technical assistance (such as consultation, information, and limited training) may be provided to other agencies.

Agencies selected as demonstration sites will receive the following assistance from APPA:

- A two-day staff training program, tailored to the agency's needs, providing information on program development, assessments, chemical testing, and interventions;
  - All needed training materials (e.g., Participant Manuals, Workbooks, Visual Aids);
  - A 40-hour training program in drug recognition techniques for approximately 24 line personnel;
  - Financial assistance up to \$5,000 to purchase chemical testing supplies and assessment instruments; and
  - Other technical assistance needed to establish a model program (e.g., legal consultation, program development guidance, assistance with evaluation).
- Agencies also may be granted limited technical assistance which may include consultation, materials, training or other services to assist with program development or enhancement.

Participating agencies will be expected to:

- develop programs using assessment instruments, drug recognition techniques, and chemical testing to identify drug-involved youth. (The use of all three methods is encouraged);

- develop effective program policies and procedures that address any legal mandates or restrictions for such programs in their jurisdictions;

- implement the program outlined in their proposals with any modifications negotiated between the agency and APPA;

- assign appropriate juvenile clients to the program and monitor their progress;

- establish appropriate interventions for responding to youth using drugs;

- collect case information on youth in the program (e.g., demographic data, problem inventory, interventions); and

- provide data to APPA for program evaluation.

APPA will provide program evaluation/research services for all demonstration sites selected. These services will include assistance, as needed, in establishing a management information system; selecting appropriate research protocol and methodologies to measure progress in achieving program objectives; and reviewing evaluation results to determine their implications for revisions of policies and procedures.

Computer analysis of data also will be furnished by APPA. Summaries of the data analysis will be provided for each site.

Demonstration sites will be expected to cooperate with all monitoring and evaluation efforts to determine the effectiveness of their drug identification and intervention programs. This will include submitting financial information on expenditure of funds and collecting and providing APPA with data on all youth assigned to the program, as well as participation in other required evaluation procedures (e.g., evaluations of

training programs, surveys of staff, data from outside agencies).

### **Application Process for Demonstration Sites**

There will be a two-part application process for demonstration sites. Agencies will first submit a written proposal which will be screened by staff and Advisory Committee members. Second, site visits will be conducted to those agencies submitting the most appropriate proposals to assist in selecting the demonstration sites. Agencies not selected as demonstration sites may be eligible for other technical assistance opportunities through the project.

1. Interested agencies should request a copy of the application packet, including the Application for Demonstration Site form which will provide standard information about the agency.

2. A written proposal, not to exceed 10 double spaced pages, should be attached to this form to provide the following information.

**Rationale for the Program.** Indicate any information gained from formal or informal needs assessments, including the extent and type of drug use among youth served by the agency.

**Program or Program Plan.** State the program purpose, goals and objectives. Indicate the methods through which drug-involved youth will be identified (i.e. assessments, drug recognition techniques, chemical testing). Where possible, indicate specific assessment instruments, urinalysis instruments or kits, laboratory services and other particulars of the program.

**Target Population.** Specify the numbers and characteristics of youth who will be included in the program.

**Interventions.** Explain the responses that will be made to youth identified as drug-involved. This may include sanctions, treatment, drug education, and/or other interventions provided by the agency, as well as services that will be obtained from other sources. If contracted services with community agencies are involved, please explain the nature of the relationship and include copies of agreements.

**Evaluation Plan.** The agency's plan for evaluating the drug identification and intervention program should be described. Both formative and summative evaluation strategies should be included.

**Enabling Legislation or Case Laws.** Identify state legislation or court decisions, if any, relevant to identifying or intervening with drug-involved youth in the agency's jurisdiction. Identify the current authority to conduct drug testing or other identification and intervention strategies (e.g., state statute, court orders, agency administrative policies).

**Staff.** Describe the numbers and characteristics of staff who will be involved in the program. Indicate staff attitude toward the program, including any resistance that would inhibit the successful implementation of the program. Indicate the number of staff to be included in the two-day overview training and in the 40-hour drug recognition techniques training. Attach a list of personnel to attend the two-day overview training and indicate their position titles and a brief statement as to how the training will affect their jobs. Attach a list of up to 24 persons who will receive training in drug recognition techniques; indicate their position titles, giving a brief statement as to how they will incorporate these techniques in their jobs.

**Facilities.** Portray the physical facilities needed and available for the program.

**Budget.** Provide a detailed budget and explanation that includes the source and amount of funds currently designated for the program, projected program costs (including staff, supplies and expenses, etc.), and funding requested from APPA. Up to \$5,000 may be requested; the budget must include an itemized plan for the expenditure of these funds. Monetary assistance from APPA may be used for purchasing chemical testing supplies (e.g., reagents, on-site test kits, collection cups, chain of custody forms) and assessment instruments. It is recommended that a minimum of \$3,000 be applied to chemical testing supplies; the remainder may be used for assessment instruments.

3. Attachments to the proposal may include the following:

- Agency mission statement;
- Drug-use identification and intervention program policies and procedures;
- Lists of staff who will be participating in the two-day overview training and five-day drug recognition techniques training;
- Copies of agreements or contracts with other agencies, laboratories, etc. required to implement the proposed program;
- Up to five letters supporting the agency's proposal for assistance (where possible include endorsements from the judiciary and chief executive officers); and
- Other limited attachments required to adequately clarify the proposal. (These should be brief, directly related to, and referenced in the proposal.)

### **Application Process for Limited Technical Assistance**

Agencies wishing to apply only for limited technical assistance should also request an application packet and complete the form, Application for Technical Assistance, and attach any necessary documentation to support the request.

### **Award Period**

APPA technical assistance staff will work with selected demonstration sites over a period of six to nine months. Technical assistance activities and funding will be provided between January 1 and September 30, 1993.

### **Award Amount**

For Demonstration Sites, training in identifying and intervening with drug-involved youth and drug recognition techniques, program evaluation and research services, and other technical support, consultation and APPA staff services is valued at \$15,000 or more. In addition, an award of up to \$5,000 will be made for drug testing expenditures and assessment instruments. The value of limited technical assistance will

vary according to the agency's needs and the services provided.

#### **Due Date**

Applications must be postmarked no later than December 31, 1992.

#### **Eligibility and Selection Criteria**

Eligible agencies may represent any aspect of the juvenile justice system (e.g., juvenile court, diversion programs, probation, aftercare, detention, institutions). Agencies should be large enough to assign a minimum of 50 youth to the program. It is feasible for smaller agencies/jurisdictions to submit proposals that include multiple agencies or jurisdictions. However, in such cases, their respective roles and responsibilities must be clearly defined.

Agencies may be at any phase of program development:

- Beginning programs may be in the planning process or early stages of implementation;
  - Intermediate programs may be in progress but need additional components and/or revisions in procedures;
  - Advanced programs are fully developed and progressing toward complete evaluation of drug screening and intervention practices.
- Applicant agencies also should meet the following eligibility criteria:
- Demonstrate a need for program development or enhancement;

**Criteria for selection of agencies as demonstration sites include the following (possible points for each category are listed for each):**

#### **Program Plan**

Program Rationale	5
Goals and Objectives	10
Definition of Target Population	5
Appropriate inclusion of three methods of identifying drug-involved youth	15
Appropriate strategies for intervening with identified youth	15

#### **Organizational Capability to Implement Plan**

Staffing	5
Facilities	5
Readiness to implement drug testing	5

#### **Evidence of Community and Agency Support**

Agency Stakeholders	5
Community Resources	5

#### **Evaluation and Data Collection**

Proposed evaluation strategies	5
Data management capabilities	5
commitment to participate with APPA in program evaluation	5
Budget	10

#### **Total Points Possible**

**100**

- Possess the organizational capability to implement an exemplary program that can be emulated by other agencies;
- Demonstrate keen organizational management, innovative approaches to problem-solving, and ability to accomplish the proposed objectives; and
- Have a viable plan for working with other juvenile justice and community agencies to provide drug-use identification and intervention services to youth.

#### **Contact**

To request application packets write or call:

**Ann H. Crowe**  
**Coordinator of Juvenile Justice Programs**  
**American Probation and Parole Association**  
**c/o The Council of State Governments**  
**Iron Works Pike**  
**P.O. Box 11910**  
**Lexington, KY 40578-1910**  
**Phone: (606) 231-1808**

## **SPOTLIGHT ON JUVENILE JUSTICE**

Information has been requested about the existence and implementation of legislation that allows courts and/or juvenile justice agencies to mandate that the families of juveniles participate in treatment. If such statutory requirements have been initiated in your state we would like to receive copies and information about the extent and effectiveness with which they have been administered. If you can provide information about this topic, please write:

**Ann H. Crowe**  
**Coordinator of Juvenile Justice Programs**  
**American Probation and Parole Association**  
**c/o The Council of State Governments**  
**Iron Works Pike, P.O. Box 11910**  
**Lexington, KY 40578-1910**