

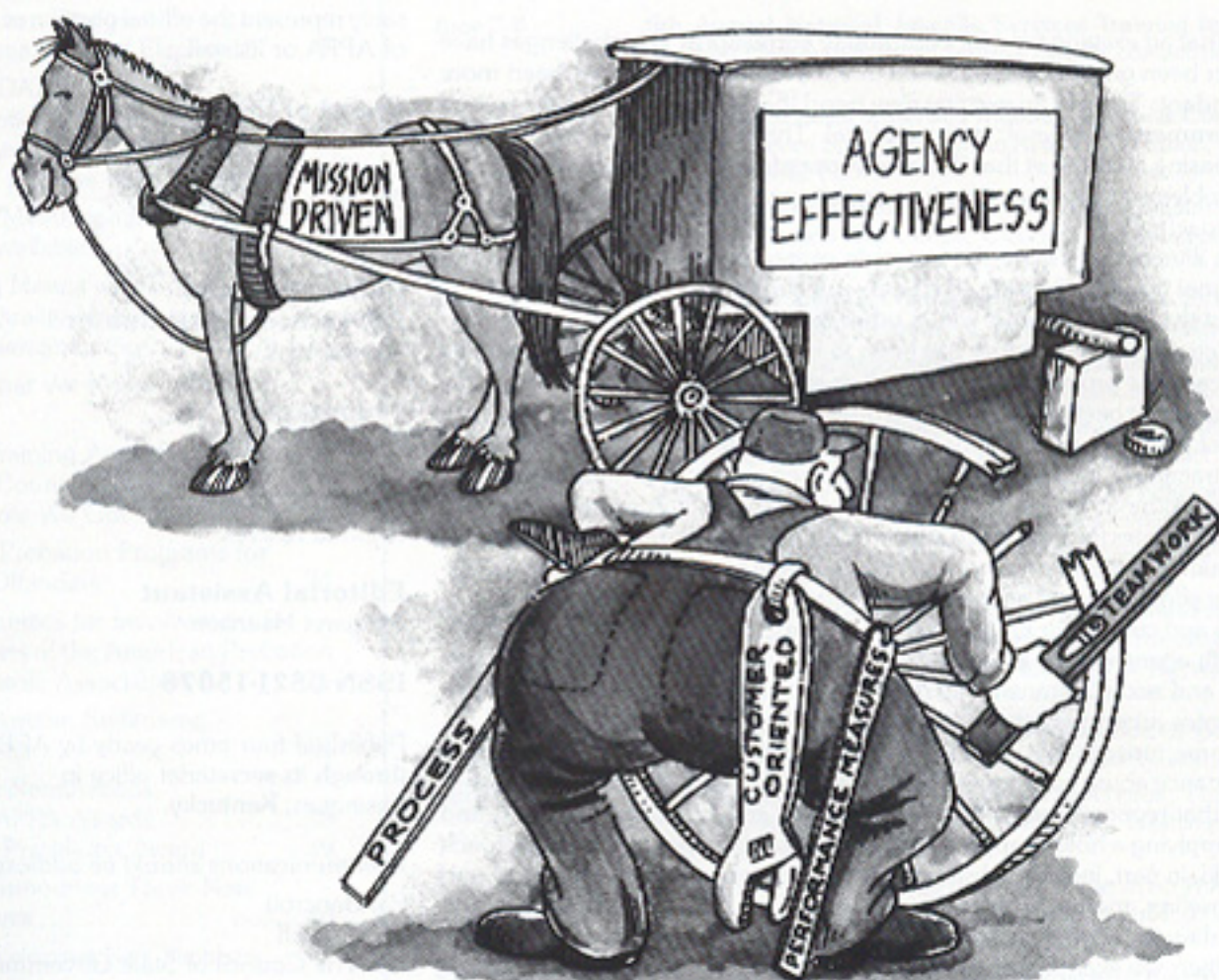


American Probation and Parole Association

Spring 1994

PERSPECTIVES

Total Quality Management and Reengineering:



Aligning Means with Ends

INSIDE: • Get Involved with APPA! • APPA's Position on Weapons



Alan M. Schuman

PRESIDENT'S MESSAGE

What an exciting time for community corrections! The challenges have never been greater and the talent in our profession has never been more abundant. There is an exciting new trend that is developing at all levels of government - federal, state and local. This trend is the evolution of an increasing awareness that the only successful way to address the myriad of problems inherent among the population we serve is an interdisciplinary approach.

To illustrate, let's use the example of treatment of substance abusing criminal justice offenders. For years our profession has been concerned about the lack of interest within other disciplines to treat this population. Our customary procedure has been to refer substance abusing offenders to treatment providers and hope their efforts are successful. Frequently, we have not been clear about the quality of services offered or even how to make referrals to appropriate treatment providers. Specialized education and training initiatives by APPA have helped us recognize that linkages between criminal justice and treatment systems result in positive changes.

The Center for Substance Abuse Treatment, Department of Health and Human Services, has conducted 39 statewide reviews and technical assistance efforts focused on the linking of state substance abuse treatment services and criminal or juvenile justice systems. These reviews involve public health agencies that are addressing health issues including tuberculosis, HIV and sexually transmitted diseases that are being diagnosed at alarming rates among substance abusing offenders.

Some jurisdictions are assuming even broader and bolder strategies. Substance abuse services are being folded into larger human service agencies that recognize substance abuse as one among many problems, and are applying a holistic approach to treating families in need. This approach would, in part, include substance abuse treatment, family preservation and counseling, mental health and education services. This is truly the vision and direction for the future.

When we examine and assess the needs of the offenders we serve, a high percentage would benefit from the services listed. A holistic approach would be the most cost-effective way to break long-term dysfunctional patterns and, equally important, provide prevention services to families. What a tremendous assistance this will be to us to help break the cycle of crime, abuse, violence and substance abuse. It is only a matter of time before national policies place the substance abuser in the public health structure rather than in the criminal justice system. When this happens, we must be sure partnerships exist between health and justice systems. It is imperative that professionals in both systems know how to access and understand the other's role.

The quarterly magazine of the American Probation and Parole Association. Points of view or opinions expressed in this magazine are those of the authors and do not necessarily represent the official position or policies of APPA or its staff.

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President's Message

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The treatment community not only recognizes the linkages between our population and their services, but they also recognize the advantages of working jointly to develop solutions. *The authority inherent in probation and parole enhances the services the treatment community offers our offender population, and results in greater success at keeping them in treatment.* Research findings show that the longer a person is in treatment, the higher the likelihood of remaining drug free. The old theory that coerced treatment does not work has been dispelled.

As we continue to study substance abusing offenders, we see that they come with an extraordinarily high percentage of health problems. The Center for Disease Control recognizes an opportunity to reduce the spread of disease by targeting this population as service recipients.

As recently as this past December, more than 200 judges and an equal number of other criminal justice leaders who are interested in developing specialized courts that focus on treatment instead of incarceration for substance abusing offenders came together for a conference held in Miami. The Bureau of Justice Assistance and the National Institute of Justice (DOJ) and the Center for Substance Abuse Treatment (HHS) sponsored this conference. Many of the new ideas were driven by the treatment community as they took a leadership role side by side with the courts. A few years ago this concept would not have been possible.

The path is clear. Those probation and parole departments that aggressively seek out partnerships and develop interagency agreements with alcohol and other drug, public health, mental health and human resource agencies will be in leadership positions in the future. Our central location in the criminal justice system positions us to play a key role in creating successful interdisciplinary approaches to this critical problem. Let's make sure we are ready for it.

Intermediate Sanctions Handbook Now Available

The National Institute of Corrections, U.S. Department of Justice, has announced the publication of *The Intermediate Sanctions Handbook: Experiences and Tools for Policymakers*.

The Handbook reflects the lessons learned from the 25 jurisdictions that participated in the national Intermediate Sanctions Project during its four years of operation. The project was a joint effort of the National Institute of Corrections and the State Justice Institute.

The Handbook offers concrete advice on topics such as developing and working with a team of policymakers, building an information system, targeting offender populations, designing an intermediate sanctions program, and selling ideas to the public. It combines discussions of key issues connected to the development of intermediate sanctions with specific directions about tasks and activities essential to the process. Examples of work from the participating jurisdictions are included as well as suggested exercises for working on issues with a policy team.

Individual copies of the Handbook are available without charge from the National Institute of Corrections Information Center, 1860 Industrial Circle, Suite A, Longmont, CO 80501, (800) 877-1461.

Information For Perspectives Contributors

The American Probation and Parole Association's Publication, *Perspectives*, disseminates information to the Association's members on relevant policy and program issues and provides updates on activities of the Association. The membership represents adult and juvenile probation, parole and community agencies throughout the United States and Canada. Articles submitted for publication are screened by a Board of Editors and, on occasion, selected reviewers, to determine acceptability based on relevance to the field of criminal justice, clarity of presentation, or research methodology. *Perspectives* does not reflect unsupported personal opinions. Submissions are encouraged following these procedures:

Articles should be submitted in triplicate to the Chair for the Board of Editors (refer to the "Letter from the Editors" for address) meeting the listed deadlines:

Summer 1994 Issue	March 21, 1994
Fall 1994 Issue	June 21, 1994
Winter 1995 Issue	September 21, 1994
Spring 1995 Issue	December 21, 1995

If possible, please submit articles in ASCII format on an IBM compatible computer disk along with three hard copies.

Unless previously discussed with the editors, submissions should not exceed ten typed pages which are numbered consecutively and double

spaced. All charts, graphs, tables and photographs must be of reproduction quality. Optional titles may be submitted and selected after review with the editors.

All submissions should be in English. Footnotes should be used only for clarification or substantive comments and should appear at the end of the text.

References to source documents should appear in the body of the text with the author's surname and the year of publication in parenthesis, (e.g., Jackson, 1985). Multiple references to sources by the same author should be labeled alphabetically with each year, e.g., (Jackson, 1985a). If the same source is cited more than once, indicate the various pages of the source with each reference, e.g., (Jackson, 1985: 162-165). Alphabetize each reference at the end of the text using the following format:

Anderson, Paul J. "Salary Survey of Juvenile Probation Officers?" Criminal Justice Center, University of Michigan (1982).

Jackson, D.J. "Electronic Monitoring Devices." *Probation Quarterly* (Spring, 1985): 86-101.

While the editors of *Perspectives* reserve the right to suggest modifications to any contribution, all authors will be responsible for and given credit for final versions of articles selected for publication. Submissions will not be returned to contributors.

Letter from the Editors

by Robert E. DeComo, PhD, Chairman, Editorial Committee

Welcome to the Spring issue of Perspectives.

To begin my presentation of the contents of this issue, I would like to draw your attention to our Legal Page which has been contributed by Mary Utton, Chief Juvenile Probation Officer of the 13th District in New Mexico. This piece is a departure from our typical Legal Pages which have tended to cover recent case law impacting our field. Instead, this piece describes the political process that was employed to bring about revisions to that state's Children's Code which was enacted with virtually unanimous consent in the state legislature last year. This is a remarkable occurrence. Recent public policy debates about juvenile crime and juvenile justice have been very heated and often divisive, with state leaders unable to develop consensus on reform. Chief Utton's account outlines the collaborative and rational approach New Mexico used which should be instructive for other jurisdictions attempting to deal with the difficult issues and conflicting pressures in this field.

Next, our Guest Editorial has been contributed by Caleb Foote, Professor of Law Emeritus, University of California at Berkeley. Professor Foote articulates the dynamics driving, "The Prison Population Explosion" in California and recommends alternative policy, political, and public education choices to the state's continued imprisonment binge. While the focus of this editorial is on California, which is certainly unique in some obvious ways, I think you'll find that Professor Foote's cogent articulation of the problem and potential solutions really has universal application.

The NIC column completes our regular features for this issue and is a solicitation for applicants for the Intermediate Sanctions State Cluster Initiative. This initiative is a continuation of NIC's five year program to assist jurisdictions in designing, implementing and evaluating intermediate sanction programs by providing technical assistance and training.

Our first special feature continues our coverage of the issues and experiences from around the country regarding the movement to "reinvent" community corrections. Greg Markley, of the Texas Department of Criminal Justice, has contributed an instructive piece in which he discusses the importance of matching the methods and techniques used for organizational restructuring with the goals and objectives of that effort. He also presents several case examples from community corrections agencies involved in restructuring their operations.

Our second special feature has been contributed by Dr. Richard Billak of Youngstown State University. His article recounts a landmark event in our field. In November, IARCA sponsored a conference held in Philadelphia designed to identify "What Works in Community Corrections." Involving researchers and practitioners, the conferees uncovered clear evidence regarding effective strategies for predicting and reducing crime. The findings from this conference should be disseminated to policymakers charged with allocating resources for crime control strategies.

Our last two special features have been contributed by Chief Probation Officer Nancy Martin and Research Director Art Lurigio of the Cook County Adult Probation Department. Their first article describes the department's successful efforts to become the first agency to attain APPA accreditation for its pre-service training program. Their description of the process involved and the benefits derived from accreditation will be helpful for other agencies endeavoring to achieve this status.

Our last special feature is actually the text of testimony by Chief Martin and Dr. Lurigio presented to the Illinois Criminal Justice Information Authority on county programs for drug offenders. From time to time, we have chosen to publish remarks presented in other forums by some of the outstanding members of our profession, as is the case here. Our hope is that their remarks may be helpful to other jurisdictions in their efforts to influence the allocation of resources to community corrections programs.

In conclusion, we invite your comments, suggestions and contributions by calling or writing to:

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LEGAL PAGE

From Diversity to Unanimity: **The Case of the New Mexico Children's Code**

by Mary W. Utton, Chief Juvenile Probation/Parole Officer, 13th District, New Mexico

By fall 1991, it was becoming increasingly evident that the delinquency provisions of the New Mexico Children's Code were failing to provide an adequate response to the increased levels of serious, violent crimes committed by juveniles. In the spring of 1993, a 354-page Bill which made comprehensive changes in almost every aspect of New Mexico's laws relating to children was passed by the state legislature (with only two dissenting votes) and signed into law by the governor.

There will be no attempt here to explain all the provisions of that weighty document; rather, this paper will use the Delinquency Article of the new Code as an example in explaining the process by which controversial and complicated issues were resolved and virtual unanimity achieved. Communities across the country are or have been faced with questions similar to those we tried to answer: under what circumstances and at what age should a juvenile offender be treated as an adult? How can the rights of juveniles and those of the community at large be balanced? At what point does retribution take precedence over rehabilitation? What changes should be made in current law to rectify identified problems?

These and related issues were being debated vigorously by New Mexico's media, legislators and the public in 1991. Of particular concern was the very cumbersome process involved in attempting to transfer juvenile offenders for trial in adult court. Another controversial area was the two-year limitation for initial commitments to the New Mexico Boys' School, our most restrictive facility. The two-year ceiling applied equally to all offenders not transferred, and many citizens perceived this as not

allowing a sufficiently punitive response for the acts of serious, violent offenders. Particularly in Albuquerque, by far the most populous city in the state and the one most prone to serious offenses by juveniles, public dissatisfaction and frustration were very evident. Plans were being made by a number of groups to introduce legislation in the 1992 legislative session dealing specifically with violent offenders and gang activities.

The prospect of various advocates independently presenting their particular solutions to the legislature chilled the hearts of many responsible for dealing with juvenile offenders. The first New Mexico Children's Code had become law in 1972, undergone limited revision in 1982, and been subject to much piecemeal revision over the following decade. By 1991, it was evident that the time had come to undertake a more comprehensive Code revision, based on broad discussions incorporating diverse points of view.

The attempt to accomplish this was spearheaded by the New Mexico Council on Crime and Delinquency. Its director has, for many years, been a leading children's advocate in the state, and a respected legislative lobbyist. The Council had for some time been planning a Code revision project, and had set aside resources to partially finance the effort. The need to take action was endorsed by the Council, and the first steps were taken to implement a process that ultimately involved far more time, energy and participation than could ever have been imagined.

Since the Council was generally regarded as holding liberal views, care had to be taken to ensure that the project was not either in fact or perceived to be an effort to promote those views.

The executive board of the Council, therefore, removed itself from direct participation through the appointment of a task force. The board selected the task force chairperson (a District Court judge with broad experience in child and family issues), who was given the responsibility of selecting its members.

The resulting committee was a "blue ribbon" body of 16. Apart from its chair, the task force included three Children's Court judges; a district attorney; two attorneys specializing in child and family law; a child psychiatrist; the judge for a Native American pueblo; a public schools representative; a law professor expert in juvenile issues; representatives from the state's Departments of Health, Human Services and Youth Authority; a law enforcement professional; and the director of a large youth service organization. Ex officio members were the chairman of the Council and a retired attorney and legislator instrumental in the passage of the 1972 Children's Code.

Judge Anne Kass, the task force chair, noted that the first objective in appointing the group was achieving diversity. She emphasized that "We sought members who would provide varied ethnic, gender, geographical, political and philosophical viewpoints. We accomplished that goal, particularly the philosophical diversity. . . We had so much philosophical diversity we wondered whether we would ever get anything done or whether we would just end up in gridlock."

Along with the formation of the task force, a questionnaire was simultaneously sent out statewide, asking respondents to comment on problems with the current Code, and to suggest means of resolving them. Approximately 5,000 questionnaires were circulated to indi-

viduals, groups and agencies who came into contact with the Code's operation. In addition, the questionnaire was included in the statewide Bar Bulletin to facilitate lawyer response.

A series of task force meetings was held, during which members familiarized themselves with Code provisions and some of the controversial areas that would clearly have to be addressed. These meetings also gave members an opportunity to start working together and to get acquainted.

The survey responses were analyzed, and it became clear that Code revision efforts needed to be channeled in several specific areas. To achieve this, four subcommittees were established, each co-chaired by two or more task force members. The subcommittees focused on delinquency; abuse and neglect; non-delinquency and mental health issues; and Native American concerns. Membership in the subcommittees was open to anyone interested. Many members were invited to participate as a result of comments they had submitted through the survey questionnaire.

David Schmidt, Director of the New Mexico Council on Crime and Delinquency, describes as "incredible" the dedication of the 300 committee volunteers who analyzed, discussed, argued, agonized, and eventually presented their recommendations through their committee chairs to the task force. The subcommittees met, sometimes weekly, for almost a year. Their membership waxed and waned, depending on the particular issues being discussed, but a core group always remained in each committee which provided continuity for the task.

Further information was provided to the task force through citizens' comments received at seven town meetings which were organized in communities across the state in the spring of 1992. This input was incorporated into committee discussions, and also assisted in identifying potential committee participants.

The work of the task force was also greatly augmented by a law school team. This team turned out to be a vital component of the process. The Council was

able to provide limited compensation to a team of law students selected and coordinated by the law professor on the task force, Barbara Bergman. Some of the students also received law school credit for their work. They were assigned to attend subcommittee meetings, record discussions and decisions, and raise and answer legal questions. They also conducted a nationwide survey of state laws affecting children, and the format of those laws. As the project proceeded, the students began drafting legislation and commentaries in accordance with committee and task force recommendations. Without the assistance of the law school team, it would not have been possible to complete the project in time for the 1993 legislative session, nor to have resolved many legal complexities in a timely way.

The diverse viewpoints of members of the delinquency subcommittee were reflected in its co-chairs from the task force: a Children's Court judge, a district attorney, and a lawyer specializing in the representation of children. Both the size of the committee and its composition varied; attendance ranged from half a dozen to 40. A core group of about 12 included prosecutors, defense attorneys, juvenile probation professionals, juvenile institution directors, mental health experts, a criminal justice professor and a detention home director. Early committee discussions were basic, and went to the heart of the controversial issues being considered. When should an offender be tried as an adult (at the age of 12? 14? 16?) and for what offenses? Should such offenders be sentenced to adult penal institutions, or transferred to them as they reach a certain age? Where should alleged offenders be held: in juvenile or adult facilities? At what age should confessions be admissible?

There were committee meetings which ended in frustration and depression for all the participants. There were times when members doubted the value - or possibility - of consensus. Yet as the weeks and months of meetings continued, the determination to continue the effort paid off. One by one, the is-

ssues where exhaustively reviewed and constructive, sometimes creative, compromises were reached. Gradually, members became invested in the hard-won solutions they had formulated as a committee.

As the subcommittee reports were presented to the full task force, there were further discussions, but the subcommittee recommendations were largely accepted and became the basis for the task force's final recommendations incorporated in draft legislative proposals.

The diverse viewpoints of members of the delinquency subcommittee were reflected in its co-chairs from the task force: a Children's Court judge, a district attorney, and a lawyer specializing in the representation of children.

As those proposals were formulated, members appeared before interim legislative committees and other groups in the fall of 1992 to explain the draft legislation. This experience further convinced task force members of the validity of their approach. The comprehensive, in-depth process they had followed ensured that most points of view had already been explored, and this made the justification of their proposals both easier and more convincing.

The Code revision proposals were endorsed by an interim committee; the resulting Bill was sponsored by the speaker of the house (a distinct advantage!) and co-sponsored by many other representatives. While the passage of the Bill was not without controversy, particularly regarding the minimum age at which an offender should be treated as an adult, the united front presented by the task force in support of its proposal was crucial. The solidity of that support was reflected in the almost unanimous passage of the measure through the legislature.

Briefly, in the delinquency area the most significant change was the elimination of the cumbersome process by

which offenders were subject to transfer for trial in adult court. This change established new categories of offenders, allowing in certain cases for either direct referral to adult court or for adjudication in Children's Court with the possibility of an adult sentence being imposed. In other areas, a new one-year commitment option was introduced for delinquent offenders, and more discretion was given to juvenile probation officers in handling misdemeanors. The age for the admissibility of confessions and statements was lowered.

The new legislation went into effect in July 1993, and has already shown positive results in terms of providing greater flexibility, and ensuring the availability of more rapid and appropriate responses to the courts in serious cases.

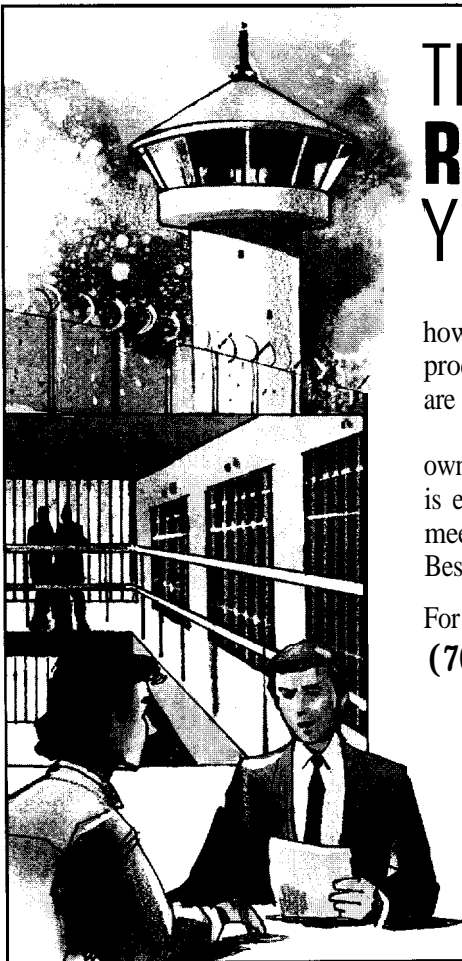
The public reaction has also been favorable. The Children's Code Rules have yet to be updated to conform to the new legislation; those involved will feel more secure in the process once this has been done.

Preliminary feedback has identified provisions that need to be amended in the next session. This is not surprising; the surprise is that such a comprehensive document has received so little substantive criticism.

As other states grapple with the daunting problem of appropriately adjusting their delinquency laws affecting children, it would be presumptuous for us in New Mexico to say we have found the definitive solution. Fortunately, the recent changes in our laws show promise of meeting some of our particular

needs. But while we would be happy to share our particular prescriptions and are proud of some of their innovative features, we are more interested in encouraging others to focus on the effectiveness of the process which facilitated such complex and major changes.

Judge Kass aptly describes the new Code as "a product of dedication, respectful collaboration and principled compromise." I believe participation in this endeavor convinced everyone involved of the crucial importance of full and early representation of divergent points of view. Needs and solutions will inevitably vary, but our experience has made clear that the effectiveness of the process will have a vital influence on the outcome of such a complicated task. Half the fun is getting there!



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GUEST EDITORIAL

Executive Summary:

"The Prison Population Explosion - California's Rogue Elephant"

by Caleb Foote, Elizabeth Josselyn Boalt Professor of Law emeritus, University of California at Berkeley

Produced by the Center on Juvenile & Criminal Justice, San Francisco, CA

We're Number One

A few years ago the United States gained the dubious distinction of having the highest imprisonment rate in the world, passing South Africa and the Soviet Union. Among black males our lead is overwhelming; the American black male imprisonment rate at 3,370 per 100,000 is almost five times greater than South Africa's 681 per 100,000 black males.

One out of eight American prisoners are in California, which has the largest prison system in the country and is second in the world behind China. In 1977, the inmate population of California's state prisons was about 19,000; today it is 113,000. In 1980 state funding for the prison system was \$300 million; by 1994 it is expected to reach \$3 billion.

The state has no coherent, overall plan for criminal justice, and in its present plans and projections there is no end in sight to this exploding prison population.

Besides looking at the costs of confinement in greater detail, this paper examines the flawed assumptions of a program that has not and cannot significantly affect crime rates but instead worsens the state's crime problem by diverting funds from education, children's health and welfare, and other vital governmental services.

Prisons on a Pedestal

The state budget crisis of 1993 offers Californians a grim picture of their future. To the extent that the legislature goes along with Governor Wilson's proposed 1993-1994 budget, state funding is to be reduced across the board - except, that is, for the California Department of Corrections. In the 1993-94 budget proposal, corrections is to receive a 9 percent increase to about \$2.6 billion. With projected future increases in the prison population, prisons remain on a pedestal.

Under present revenue constraints, every dollar spent on prisons is a dollar lost to something else. In the last ten years corrections' share of the state's General Fund has risen from 3.9 percent to the 8.2 percent projected for 1993-94, while higher education's share declined from 14.4 percent to 9.3 percent, with the threat that it may well end up even lower.

The cost of confining one state prisoner for one year - approximately \$25,000 - equals annual education costs for ten community

college students, five state university students, or two University of California students. Similarly, we can support four families of three or 14 children on AFDC for what it costs to lock up one state prisoner for one year.

Imprisonment's Costs

Dividing the proposed budget allocation of \$2.6 billion by 113,000 prisoners, the state's method of estimating the annual cost per inmate, results in a figure of about \$23,000 for the keep of one prisoner. But this figure is deliberately deceptive. A real cost figure of between \$27,000 and \$30,000 per inmate per year would be conservative. These omitted or hidden additions include capital costs, prison overcrowding, and indirect costs.

For each bed California's new prisons are designed to accommodate, construction costs alone run as high as \$105,000 in high security institutions, while the overall average is about \$80,000 each. As building is financed by the sale of bonds, 75 percent of the actual construction price must be added to cover debt service charges. These costs do not appear in the General Fund's Corrections budget. When construction, debt, and operating costs are combined, the price tag for each new cell comes to \$1,015,000.

Because even the massive prison building program has not enabled it to keep up with the swelling inmate population, existing institutions are now filled to 180 percent of the maximum capacity for which they were designed. Deplorable conditions resulting from overcrowding have been the principal cause of the succession of prison riots which punctuate the history of American penology.

Besides this danger, prison overcrowding results in deterioration of prison services. Currently nearly 20,000 prisoners desiring to work or attend classes while imprisoned are shut out of such opportunities, partly due to lack of institutional program space. Twenty-five years ago California had a nationwide reputation for its innovative programs - but no more.

When a family's breadwinner is imprisoned, his or her children are often forced onto welfare. The isolated location of prisons, hundreds of miles from prisoners' homes and often with no public transportation, is likely to have devastating effects upon family ties.

A dramatic illustration of the extent to which California's lock-em-up emphasis masks and diverts our attention from our real

problems has led us to the point where one out of three young African-American men in their twenties in this state are now under some form of criminal justice control. This is four times as many African-American males of all age groups as are enrolled in four-year college or graduate education programs in California.

Flawed Assumptions

The heavy emphasis on punitive imprisonment dates from the enactment in 1976 of the Determinate Sentencing law, which allowed every politician a quick and dirty means of assuring reelection by appearing to be tough on crime. Since its passage, over 1000 laws creating new offenses and lengthening sentences have been passed. The primary political rationale which has propelled current prison policy is the assertion that an increase in imprisonment rates has a significant effect in decreasing crime rates, both by incapacitation which keeps prisoners off the streets and by deterring potential criminals.

Studies of the correlations between the rates of crime and imprisonment provide no credible statistical evidence to support this claim. Given the nature of America's culture of crime and the realities of the criminal justice system, imprisonment rates could never have more than a marginal impact on crime. The vast majority of those who commit crimes never enter the prosecution system at all, either because their crimes were not reported to the police or, if they were, no suspect was ever arrested. The small remainder who are arrested enter a process which resembles a leaking water line which delivers to its destination only a tiny trickle from the flow which entered it.

Only ten years before the 1976 watershed determinate sentencing legislation the state led the nation in pursuing the opposite policy of flexible, rehabilitation-oriented indeterminate sentencing. This policy had many flaws which were exploited by the political campaign which brought it to a crashing halt in 1976. Many of these problems could have been remedied by simple legislative adjustments, but the response instead was draconian surgery.

California's criminal justice policies ignore years of history and research. Only three years before the 1976 Determinate Sentencing law the National Advisory Commission on Criminal Justice Standards and Goals, whose members were described as federal, state and local "crime fighters," noted that "harsh punishment had failed to curb crime" and implored police, judges and correction administrators to use the "least drastic" method in dealing with criminals, while "at the same time protecting the public."

The Politics of Crime

Among many factors which partially explain the political climate which has produced the prison population explosion, irresponsible exploitation of the public's very real and justified fear of crime probably takes first place. Crime is a serious problem, especially for those who live in the ghettos of our big cities. Its importance is not to be minimized. But the public has been systematically

misled to expect results from the criminal justice system which it cannot possibly deliver. The result is a prevailing public opinion that ever more punitive, draconian punishment offers the only solution to our crime problem.

We have now created a huge correctional/industrial/professional complex with vested interests in the status quo, e.g., construction and labor trades, local economies in depressed areas profiting from the building and operation of more and bigger prisons, a growing non-academic research industry, and bureaucrats extending or at least protecting their turf.

By far the most powerful pressure group is the California Correctional Peace Officers Association (CCPOA). So successful have they been that the growth in correctional employees has exceeded the growth in all other state employees combined. Then add the cynical exploitation of crime by politicians seeking votes on the cheap and judges and prosecutors with varying allegiances and we have fertile ground for the continuing growth of this huge complex.

Budget Choices

The 1993-94 budget gap is over \$8 billion. This includes a carry-over deficit of nearly \$3 billion from 1992-93, when that

year's budget battle stripped many programs to the bone. There are no quick fixes in such a crisis. It has been festering for a long time as the result of Proposition 13 and the tax policies of the '80s, accelerated by the recession. The result is that hard choices have become harder still.

But in a scenario of hard choices it is inexplicable that the one easy choice is

not being considered by the Governor: immediate cut-backs and the initiation of long range planning for the reduction of the state's bloated, ineffective, money-wasting prison program.

Alternatives

The state should immediately adopt a policy which sets a limit on the maximum size of the state prison population and a moratorium on new prison construction. The underlying philosophy which the state needs to affirm is the use of state prison only as a last resort when no other less expensive and more effective alternative sanction can be implemented.

The immediate objective is to stop population growth in its tracks now and rapidly thereafter begin to roll populations back towards more reasonable levels. The fact that currently violators of non-violent property offenses and non-violent drug offenses together accounted for 60% of all state prison inmates illustrates how such a population reversal can be implemented.

The state could substantially reduce the number of prisoners committed for non-violent offenses by eliminating ineffective and costly parole supervision of such offenders. Also, the prison population could be reduced by adjusting the way in which inmates who participate in education and work programs earn time off their sentences. Extending credits to those prisoners who are

The myth that Americans are harshly punitive is pervasive and is partially the result of limits on public opinion polling.

forced to be idle would both be fair and would help stop population growth. The legislature must also re-examine the penalty structure which has propelled population growth.

In the long run, the legislative/administrative solutions to California's prison crisis lie in a sentencing commission tied to a cap in the prison population, and a realignment of the corrections budget to help support community correctional alternatives for many of the low level offenders now in prison.

There are formidable political obstacles in California to such a "last resort" utilization of prisons with an integrated criminal justice policy which limits the size of the prison population. Yet the California history in the '60s and early '70s shows that it is possible. A more recent example of its political feasibility was Minnesota's experience during the '80s when California's prison population and building frenzy were exploding. In Minnesota, the legislature delegated to a non-legislative commission the task of establishing and administering sentencing guidelines, but with the proviso that the result must not require any increase in prison capacity. They also developed a community corrections act (ironically modelled after California's now defunct Probation Subsidy Program) to help counties fund local correctional alternatives.

The whole thrust of this report points up the urgent necessity for public education about the realities of our current crisis. The myth that Americans are harshly punitive is pervasive and is partially the result of limits on public opinion polling.

Reviews of more sophisticated public opinion research - in states like Alabama, Delaware, Pennsylvania and, yes, even California - have repeatedly documented how uninformed the public is, tending to think of imprisonment as the exclusive punishment for crime. When public opinion surveys have presented a range of cases and given information about alternative sanctions which can be used, they have shown that support for imprisonment declines significantly.

Conclusion

The alternative policy, political, and public education choices presented in this section are the kind of long range thinking which is urgently needed in the state today. Once the myth that imprisonment can be our primary resource in dealing with the crime problem has been dissipated, we can turn our attention and our resources to face the inequity, poverty and racism that permeates so much of our culture and breeds our crime problem.

In many third world countries, limited resources are lavished on the military while all other government services are impoverished. California now displays disturbing parallels with such misguided priorities, with the funding of California's prisons as the centerpiece of the state's "war on crime" impoverishing government's ability to respond to our other needs. Is this really the choice we want to make?

Copies of the full report are available by writing the **Center on Juvenile & Criminal Justice, 1622 Folsom Street, 2nd floor, San Francisco, CA 94103.**

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NIC UPDATE: Applications Sought for Intermediate Sanctions State Cluster Initiative in Spring 1994

by Phyllis Modley, NIC

The National Institute of Corrections will provide training and technical assistance to teams of criminal justice policy officials from four to six local jurisdictions (a state "cluster") from each of three states. These jurisdictions may be cities, counties, judicial districts, or other local criminal justice entities.

Joint Sponsorship

The Cluster Initiative is part of a broader program of education and technical assistance offered collaboratively by the State Justice Institute and NIC. It builds on over five years experience of both agencies with the Intermediate Sanctions Project, an effort which has provided assistance to over two dozen jurisdictions since 1989. The Initiative represents the third phase of this project. (A complete description of the program was distributed in October 1993, and is available from either Kathy Schwartz, the State Justice Institute, (703) 684-6100; or Phyllis Modley, NIC, (202) 307-3995, extension 133.)

The project has produced a manual for policymakers, *The Intermediate Sanctions Handbook - Tools and Experiences for Policymakers*. It is a step-by-step guide to the development of intermediate sanctions policy, and includes examples of work from some of the 25 participating jurisdictions, suggested exercises for policy groups, and discussions of key issues.

Within this overall program, the Cluster Initiative is jointly funded by NIC and the Edna McConnell Clark Foundation. At least one of the three states will be chosen from among the states which participate in the Clark Foundation's State Centered Program (SCP). The SCP provides extensive support to a group of key policymakers at the state level to develop sound sentencing and corrections policy; develop and sustain an effective, robust system of intermediate sanctions; and maintain prison populations within rated capacity.

Project Goals. Over a period of two years the Initiative will help each local jurisdiction develop a coherent policy framework to guide the design, implementation and management of intermediate sanctions. Through assistance to teams of local policy officials, the project seeks to accomplish the following specific objectives:

- to develop purposeful sanctioning policy, grounded in clearly defined outcomes and interventions for specific offender groups;
- to establish active policymaking forums where more direct communication, consensus on decisions, and coordinated policymaking achieve more effective use of intermediate sanctions;
- to improve the capacity to develop and use relevant information - for making policy choices, monitoring sentencing dispositions and their impacts on offenders, targeting populations for specific sanctions, and conducting program evaluations;
- to design and implement intermediate sanctions programs;
- to significantly improve the way the criminal justice system operates "as a system" - in a coordinated and purposeful fashion.

Why the "Cluster" Approach? Over the past five years, the Intermediate Sanctions Project has worked with 25 individual jurisdictions, mostly large urban counties, but also four states. By grouping participating jurisdictions into "clusters," the sponsoring agencies hope to build a stronger, more broad-based momentum for improvements in the use of intermediate sanctions within a given state. Policy teams from a state will be afforded opportunities for networking, joint problem solving, leadership development and peer support. The approach also helps the sponsors economize on the costs of on-site assistance.

Who should be involved at the local level? Assistance will be provided to a policy team of criminal justice officials within each local jurisdiction proposed by the application. This should include the chief judge (or presiding criminal court judge), the chief prosecutor, either the chief probation officer or head of the community corrections agency, defense counsel, sheriff, local legislator, and other elected officials who make the decisions that affect the design, use and funding of community sanctions. Involvement of lay community leaders also is encouraged. Wherever possible, the policy team should be convened under the auspices (or with the full support) of the presiding judge or his/her representative.

Developing the application. A single local jurisdiction or a state agency may coordinate the preparation of a single application for the multiple jurisdictions within the state. Application development may be initiated by any branch of government committed to this process - a corrections (or other executive branch) agency, judicial department, prosecutor's office, or legislative body. Applications must identify a minimum of four local jurisdictions which each offers the necessary leadership, commitment and capacity to pursue the program goals. Applicants will be encouraged to define any additional local or state resources that can be invested in the cluster effort.

Interested states and localities are encouraged to begin discussions with key officials in local jurisdictions regarding the goals of the project. Each of the jurisdictions will need to make a compelling case that there exists both serious interest and the commitment on the part of key actors to see this process through at least the full two years of active support. We are looking for jurisdictions which are poised to move forward aggressively with the complex work of identifying the types of offenders to be targeted and the range of local sanctions which will generate the results specified by policy. Jurisdictions should also become familiar with *The Intermediate Sanctions Handbook* which is available from the NIC Information Center, 1960 Industrial Circle, Suite A, Longmont, CO 80501, (303) 682-0213).

While the announcement of project services will be distributed widely, interested jurisdictions may call Phyllis Modley or Kathy Schwartz to ensure that their name is on the announcement mailing list.

Aligning Means with Ends:

Total Quality Management and Reengineering

by Greg Markley, Director of Staff Development, Texas Department of Criminal Justice

Band-Aids, "Bandwagons and Breakthroughs

My father was a carpenter and some of the messages I heard as a child included: "get the job done"; "a job worth doing is worth doing right"; and "choose the right tool for the right job." Due to my inexperience, anxiety and impatience to get the **job** done, I often chose the wrong tool. Sometimes I grabbed what I saw everyone else using. Sometimes I **just** tried to make do with what was convenient even when I knew it was not the right tool for the job. And sometimes I had no idea which tool to use. Oddly, I tended to repeat these mistakes with predictably unsatisfactory results. It wasn't just that I lacked experience with a particular tool, although that was certainly true. The larger problem was that I didn't understand the context of the work at hand. Occasionally, however, I would have a breakthrough because I actually took the time to decide what it was that I was trying to make and matched the tool to the **job**.

Conflict among means, ends and results is also a problem for organizations. Alternative programs in community corrections are seen by some as evidence that the profession is seeking to reinvent itself (Nidorf, 1993). In contrast, a recent APPA survey found that only 10 percent of those responding felt a need for more training on management issues. Our experience with alternatives often confuses related but distinct issues of where we are, where we want to be, and the best way to get there.

Change is about a series of choices within a particular context. One, but by no means the most important choice, concerns which tools or methods to use. Alternative methods and techniques: reinvention, restructuring, downsizing, total quality management (TQM), teams,

empowerment and reengineering all promise to get the job done better, faster and at lower cost. Recent studies of TQM programs, however, show that as many as two-thirds of TQM programs have failed or are in danger of doing so. A survey of 500 executives found that only 36 percent felt that TQM initiatives had made a significant difference (Schaaf, 1993). In the public sector, 70 percent of federal organizations indicated that they had some kind of TQM initiative in place, but that only 13 percent of their employees indicated that they actively participate in such efforts. Similar failures are reported for reengineering and restructuring, as well as teams.

Our addiction to bandwagons and Band-Aid™ approaches provides us with plenty of opportunities to fault methods, even when the tools are **used** out of context. Organizations which consider the context of change, the need to strategically link purpose, adapt tools and clearly define ends, are more likely to experience breakthroughs than those which jump on bandwagons or try Band-Aid™ approaches.

Boxed in by Boxes

At a planning meeting comprised of criminal justice professionals and victims' groups, representatives' questions arose about how things did or did not work. Two things were striking about the discussion. The first was that many of the victims' groups representatives seemed to have a better grasp of how the system worked than the criminal justice professionals. It wasn't that the professionals were not experts within their own functions, it was just that the functions were so narrowly defined they could not see the larger picture. A kind of organizational myopia had developed as a result of the way the work was

structured. Because of that myopia, it was hard for the professionals to see or be receptive to alternatives. How did we get so disconnected from our original purposes? It happened with the best of intentions.

Traditional hierarchical organizations, adapted from mechanical and military models, were originally innovative ways of organizing people to produce high volumes of work more effectively and efficiently. Complex tasks were broken down into small pieces and grouped according to similar functions (e.g., supervision, pre-sentence investigations). Hierarchical organizations are effective when what you need is to do the same thing over and over, particularly when demand for goods and services is increasing and there is little or no competition. The efficiency of top-down decision-making structures, however, comes at the expense of adaptability, fluid communication and innovation. Other undesirable by-products include high error rates, duplication of effort and unproductive time spent as a result of passing the work from one specialist to another. In community corrections, for example, specialization of pre-trial/pre-sentence/ISP/traditional supervision/accounting/violation unit and other functions (intended to provide improvements) may actually decrease the probability that a crime victim will receive restitution. Staff working in a fragmented structure can be doing a good **job** within areas of specialty, but added together the whole is less than the sum of its parts.

These problems can be ignored if your customers don't know the difference or don't have a better alternative. On the other hand, you can try to identify the mistakes and redo the work, which requires adding layers of managers and

inspectors to inspect the work and to make decisions for those doing the work. Since customers have to pay for structural complexity and your mistakes, someone who can deliver better quality service in a shorter period of time for less money will put you at a disadvantage or out of business. The trend toward privatization of public services is an example of this principle.

Total Quality Management

TQM has its roots in statistics and genetics. Unlike traditional methods, TQM focuses on the needs of internal and external customers. It focuses on fundamentals such as knowing your purpose, knowing your customers, meeting or exceeding customer expectations by designing quality into the products, and making measurable, continuous improvements.

In TQM's systemic perspective, designing processes to produce products or services which meet customer specifications is essential. Process rather than function is the primary unit of analysis. Processes can be controlled and continuously improved by workers who are closest to the work, using analytical tools such as process charting and statistical measures (e.g., statistical process control or SPC). A fundamental concept is that some amount of variation in any process is inevitable and predictable, but excessive variation due to a flawed design decreases the quality of the product or service. Wide variations in the distribution of offenders by level of supervision might, for example, indicate a problem in the classification process. Simply knowing whether a process is in control does not indicate whether it is a process that is worth doing in the first place. Even if all offenders are classified correctly, the classification process has no value if it does not contribute directly to customer expectations - to feel safe in the community, for example. The late E.G. Demming, one of TQM's fathers, believed that management is responsible for 85 percent of all quality problems while individual workers are responsible for only 15 percent.

One reason TQM - which originated in the United States - was disregarded

until Japanese successes made it impossible to ignore, was due to the differences in contexts between the two countries. Post WW II industry in Japan was literally in rubble. Doing things the old way was not an option. In the United States, industry could not keep up with demand for products. Volume, not quality, was the issue. By applying TQM, Japan learned how to produce large volumes of high quality products at low cost.

Since the early 1980s, American industry has tried to play catch-up with TQM. Few companies in the private sector would admit to not having initiated quality initiatives in part or all of their organizations. Extensive change efforts have produced dramatic turnarounds for many companies such as Motorola and Xerox.

In the public sector, Massachusetts, Missouri, Nebraska, Ohio and South Carolina have begun to implement quality initiatives in their criminal justice systems. TQM was adopted in 1989 by the South Carolina Department of Probation, Parole and Pardon Services. The agency had experienced frequent changes in leadership and widespread staff dissatisfaction, and seemed to be continuously redoing programs that did not work. Staff felt they had no voice in decision making and that everyone was playing from a different sheet of values. This perception was echoed by an external assessment conducted at the agency's request. TQM was presented as a comprehensive alternative that could solve multiple management problems.

Following adoption of TQM, staff at all levels have received extensive training in TQM theory, methods and practices. Staff acceptance was initially less than enthusiastic. Programs promising great things were not new. Over time, however, more and more staff began to embrace TQM concepts. A key turning point was when top management was bought in. Susan Alford, Director of Quality Management, who initially had little response to her offer to make presentations to staff on TQM, is now swamped with requests.

In one office, the court process was so complicated that it virtually shut

down the probation office on a regular basis. A TQM-trained team from the office decided to study the process. They went to the courtroom and flow-charted the entire process. They analyzed the process and identified structural problems including extensive duplication of effort by all court personnel. They analyzed caseload data and identified inequities caused by management decisions. They interviewed some of their customers (judges, attorneys, etc.) and benchmarked local court processes against those in other parts of the state. Finally, they recommended and implemented process improvements.

In spite of tangible payoffs, Ms. Alford is quick to point out that South Carolina has a long way to go to make TQM practices part of the day-to-day culture of the organization. The agency invested in TQM for the long term payoffs in community supervision. Line staff are now eager to learn TQM practices, all staff in the organization have a clearer sense of purpose, and decision making is a little more orderly.

Reengineering

In the early '80s, Taco Bell was in trouble: costs were up, revenue was way down and the bottom was not in sight. Instead of continuing to assume they knew what their customers wanted, they started to ask questions such as: "Do our customers really care if the assistant managers could assemble and disassemble deep fryers blindfolded?" as dictated by management. Customers pay for results, not processes. Thinking from the "outside in" about their business turned many of their previous ideas upside down. For example, they redefined their business as retailers, not manufacturers of food. The ratio of kitchen-to-customer area changed from 70 percent kitchen and 30 percent dining area, to 30 percent kitchen and 70 percent dining area by having the food prepared at central commissaries. Store managers were trained and empowered to make decisions, and mid-management positions were eliminated. Automation allowed store employees to pinpoint customer preferences, and Taco Bell increased sales from \$500 million to \$3 billion.

If TQM is a never-ending journey, reengineering (a.k.a., business process redesign) is a short bullet train ride breaking through walls. Proponents of reengineering define it as "the fundamental rethinking, and root redesign of business processes to achieve dramatic improvements in critical, contemporary measures of performance, such as cost, quality, service and speed" (Hammer, 1993). The starting point is not trying to figure out how to improve quality or manage costs, or how to do what you do better. Instead, the question is "Why do we do what we do at all?" Rather than improve existing operations, reengineering asks "If this was our business and we knew nothing about it, how would we do it?"

The late E.G. Demming, one of Total Quality Management's fathers, believed that management is responsible for 85 percent of all quality problems while individual workers are responsible for only 15 percent.

Reengineering requires deep and broad changes in major processes. Opportunities for dramatic change is not without risk and cost. Do not select reengineering if you only need small improvements of 10-20 percent. There are easier ways to achieve such modest gains. Downsizing, while not a goal, is a by-product of reengineering. Fewer people use technology to do streamlined jobs. Workers function as case managers or single points of contact; they are educated and empowered to make decisions on the spot.

In community corrections, only the New York City Department of Probation is currently involved in reengineering community supervision. After taking a cut of 90 line staff, the department knew that future cuts would reduce department staffing by 33 percent within three years. Instead of trying to do more with less (or even the same with less), department leadership familiar with reengineering concepts reframed

the change as an opportunity to throw out all preconceptions about community supervision (Domurad, 1993).

The department asked for two things from the city: one year to plan the "Adult Restructuring" processes, and the money with which to do so. As Frank Domurad, Deputy Commissioner for Planning and Administration, said: you have to 'Spend money now in order to save money down the road.' The speed and magnitude of reengineering makes the use of outside experts mandatory. Staff simply can not acquire the necessary skills to do the planning and implement the plans without additional resources. Since the proposal was approved, the department has used a wide variety of consultants and technical experts to speed the change effort. Staff developed a new vision of the future for adult supervision. What mattered most to their customers - the public - was violent crime. Instead of trying to be all things to all offenders, they would develop strategies to target violent offenders, with the goal of reducing violent crime. Different assessment tools are being developed to identify separate offenders into tracks. Small numbers of highly skilled staff will use intervention methods in intensive group settings - the target of their mission being young, assaultive offenders. Large numbers of non-assaultive offenders will report electronically via machines similar to automated banking machines.

Aligning Means and Ends

What the South Carolina Department of Probation, Parole and Pardon Services and the New York City Department of Probation had in common was an identified need to change. Each agency looked for alternatives, rather than simply repeating ineffective ways of working. Their contexts (and a certain serendipity) led each to choose quite different methods. In the New York City Department of Probation, top leadership identified the need for dramatic methods in order to turn a potential disaster into an opportunity over a short period of time. The South Carolina Department of Probation, Parole and Pardon Services chose a long-

term method to eliminate long-standing problems by growing quality from the bottom up and the top down. The philosophy and methods of continuous improvement fit the history and future goals of South Carolina in a way that the more radical reengineering methodology would not. Each of these change efforts are works in progress and only time will tell whether they achieve their initial goals. Each organization intentionally chose and adapted methods suited to specific contexts and goals. Table 1 compares traditional methods of organizing work with TQM and reengineering.

Dilemmas, Directions and Opportunities

There is disagreement about whether innovative long-term changes are possible given the structure of the public sector (Dilulio, 1993). There is no disagreement, however, that private and public sector mechanisms are different. Consequently, methods applied in one must be adapted to the other. Copying instead of adapting produces unintended and undesirable results. Experience with offender classification systems is an example of this problem. The point is not which sector develops the methods, but whether the right methods are adapted to achieve the identified goals.

The active and visible support of top leadership is key. There is no substitute for walking the talk. While there is disagreement over whether successful TQM efforts can be initiated from the bottom-up, there is a consensus that TQM initiatives fail without it. TQM failures are often associated with leadership that delegates too much. Initiative at the start, and a continued commitment on the order of 50-60 percent of top leadership's time and effort during redesign, is needed to make reengineering work.

Both TQM and reengineering focus on processes rather than tasks as the primary unit of analysis. Measurement of processes and outcomes is key, since what cannot be measured cannot be improved. Federal agencies which successfully implemented TQM identified three key success elements: (1) internal process measurements, (2) external

customer process measurements, and (3) workforce participation. Outcome measures, however, are the ultimate test. Did the service meet customer expectations? Did quality as defined by the customer improve? As Osborne and others have noted, traditional organizations, particularly in the private sector, have confused process measures (remember the Taco Bell blindfolded managers?) with outcome measures. The number of correctly classified offenders has no meaning to our external customers unless it directly adds to their desired outcome.

TQM and reengineering are not incompatible. Different methods may be used within the same organization at the same time to achieve different objectives. Some companies, such as Xerox, have simultaneous TQM and reengineering initiatives. Simultaneous change initiatives, however, can increase the likelihood of failure without experienced, careful management.

Although there is a growing consensus that decision making from the top box down to the bottom does not work as well as it once did, we do not know for sure what the mix of horizontal and vertical structure looks like (Tomasko, 1993). Vertical organizations will not disappear, but more organizations will try to find ways to flatten their decision-making structures. Those closest to the work will require extensive training to work together to analyze and make key decisions about the work being done. Commitment to horizontal decision making requires changes in how staff are selected, evaluated and compensated.

Teamwork is a popular concept because real teams always out-produce even highly skilled individuals. But examples of real teams are hard to find in the workplace (Katzenbach, 1993). Teamwork sounds simple but is difficult to achieve in practice in our culture, which places a premium on individual achievements. Many organizations claim to have teams, when in reality they have work groups. There are ways to promote teams, but neither team building exercises nor telling staff to "work as a team" are effective. Work groups which cross horizontal functions may not per-

Table 1: Comparison of Characteristics			
	Traditional	TQM	Reengineering
Goals	Mission optional	Mission driven	Mission driven
Focus	Products	Customer	Customer
Structure	Hierarchical, focus on functions	Vertical: cross-functional work groups/teams; focus on processes	Vertical: case managers, process owners; focus on processes
Work organized around:	Tasks	Processes	Processes
Performance measures	Internal processes	Outcomes	Outcomes
Staff size	Additions and cuts independent of need or strategy	Depends	Always decreases
Orientation to change	Seeks status quo	Seeks continuous improvements in quality	Seeks dramatic breakthrough improvements
Outside expertise	Optional	Helpful	Critical
Strategic time frame	Short term	Long term	Long term

form at the same level as true teams, but they are less risky and produce better results than individuals. And they require less skill and training when real interdependence is not critical.

TQM and reengineering are about changes in our fundamental views about best practices. The changes in perspective they represent are much more important than the techniques they employ. Changing organizations' perspective from "if it's not broken, don't fix it" to "if it's not broken, keep looking," involves massive changes in organizational structure and culture. Each approach requires clarification of fundamentals: Who are our customers? What is our business? What is it that we are in a unique position to provide based on some combination of knowledge, cost, quality or technology? Where are we now, where do we want to be, and how do we get there? These are not easy questions for most organizations to answer South Carolina and New York City are works in progress; only time will tell whether they will achieve their objectives. What they have in common with each other, and with private sector success stories, is that at the outset they clarified their purpose, developed a strategy for the future, and selected tools aligned with their ends.

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Greg Markley, the Director of Staff Development for the Texas Department of Criminal Justice, also works as a management consultant for public and private sector organizations.

“Now That We Know ‘What Works’...”

by Richard J. Billak, PhD, Assistant Professor of Criminal Justice, Youngstown State University, Ohio

A funny thing happened on my way to Philadelphia this past November. Strange as it may seem, from November 3rd to the 6th, practitioners, policymakers (and yes), researchers convened (some three hundred strong), and actually listened to each other. The issue was of no small matter. The question: “What works in community corrections?”

A common thread that ran through the comments was obvious: researchers, practitioners and policymakers need to find ways to better communicate and work together to formulate a direction for rational correctional policy.

The concept for the conference was developed when the International Association of Residential and Community Alternatives (IARCA) assembled a work group in Boston in August 1991. It included the key players listed earlier, but the energy was generated by agency executives from around the U.S. and Canada. Their demeanor was a curious mix of anger, frustration and confusion. They were at various times angry at why the course of corrections continued to respond to complex social issues with a simplistic building binge; frustrated because no one seemed to hear their collective sense of wisdom; and confused as to how to pause long enough to capture a moment to examine where we were going.

Over two days, these organizational leaders heard from objective “outsiders” such as Drs. Alan Harland of Temple University, Terry Buss of the University of Akron, and Paul Gendreau of the University of New Brunswick at Saint John. Critical questions were raised by the trio relative to the fact that, despite the fervor of the practitioners’ beliefs,

they were unable to buttress them with the raw data of fact. The secondary issue was even if they were able to articulate their collective wisdom empirically, they would remain impotent (much like the practitioners themselves) unless it was heard by those that formulated policy and allocated resources.

The Conference Structure

The results led IARCA, under the able direction of John Larivee of the Crime and Justice Foundation of Boston, to plan a “consensus conference” that would include the “golden triangle” described.

The panel of faculty was impressive and included Drs. Peter Jones of Temple University; James Bonta of Carleton College; Francis Cullen of the University of Cincinnati; Phil Harris of Temple University; Ted Palmer, Retired Senior Researcher for the California Youth Authority; and Paul Gendreau. Each was asked to present their findings as to “what works?” to an audience of practitioners and officials.

More significantly, the conference also constructed a consensus panel chaired by Francis X. Hartmann from Harvard’s John F. Kennedy School of Government to respond to the faculty’s presentations. The panel included judges, prosecutors, state senators, and correctional administrators from Canada and the United States.

The experiment was now in place, the audience assembled, the planners anxious; the results - electricity.

Results Presented

Without outlining the substantial information provided in monograph form to the participants (shortly to be presented in full text in cooperation with IARCA), the faculty presented a rich range of optimism and admonitions. Their presentations engaged the audiences and will, it is to be hoped, provide

focus for rational correctional direction.

Drs. Bonta and Jones summarized the ability to discriminate through risk-needs assessment protocol who can best be affected by interventions; they also described their vision for the next generation of assessments which could expand upon the “responsivity” of offenders to treatment.

Drs. Gendreau and Palmer built upon the beleaguered apology of Dr. Martinson and discussed effective programs (reviewed since 1980) that reflected a phenomenal average of a 50 percent reduction in recidivism.

Drs. Harris and Cullen built upon this with specific recommendations on the implementation and operational process which discriminated between those programs that worked and those that did not.

Of interest to the panelists of policymakers was the review of what did not work. A laundry list of ineffective programs included boot camps, electronic monitoring, and intensive probation programs without treatment. In addition, interventions with “low-risk” offenders were most often ineffective and, at times, even worsened outcome. [These bullets of facts were shot on the very night the U.S. Senate approved a \$22 million crime bill to expand boot camps.]

Responses from the Panel

The presentations were received by the panelists with cautious acceptance. The political pulse of elected officials was present (“Communicate your findings better”), while others stated, “You need a vision we can recognize.”

The participants then spent several hours responding to the question, “What did you learn and how will you use this back home?”

The summaries will be collected and presented in the near future. However, a common thread that ran through the comments was obvious: researchers,

practitioners and policymakers need to find ways to better communicate and work together to formulate a direction for rational correctional policy.

Future Plans

The obvious benefit to this unique approach would be the balancing of both knowledge and interests. Imagine a world where the politics of crime control rhetoric are measured by costs and effectiveness. Imagine a practitioner's world defined not by where the money is but rather by where the effectiveness is.

And imagine a world where researchers are included in the design and implementation of programs rather than doing ex post facto data collection. I don't know if it would make John Lennon happy, but it would certainly reduce the anger, frustration and confusion that led to this conference.

The challenge to IARCA is to build upon the results of this unique event and breathe life into the debate on "what works."

Papers from the Consensus Conference will be published by IARCA. For information, contact Peter Kinziger, Ex-

ecutive Director, IARCA (608) 785-0200.

Dr. Richard J. Billak is an Assistant Professor of Criminal Justice at Youngstown State University. He also serves as the CEO of the Community Corrections Association in Youngstown and is the Secretary of IARCA. He has been active in Ohio as the Past President of both the Ohio Halfway House Association and the Ohio Community Corrections Organization, and has served on the Governor's Committee on Prison Overcrowding.

APPA Recognizes Affiliate Award Recipients

APPA extends congratulations to the following award recipients within our affiliate organizations,

Our best wishes go out to these dedicated professionals for a job well done.

New Jersey American Correctional Association

NJACA's annual awards to distinguished colleagues in juvenile and adult corrections were announced at their annual conference this past fall. The Alfred B. Vuocolo Juvenile Award was presented to **Dr. Stella Horton**, executive director, Juvenile Resource Center, Camden, New Jersey for her dedication and long term commitment to troubled youth. The Adult Corrections Award was presented to **John A. Marzulli**, retired Essex County Superior Court Judge, for his tireless commitment to and support of New Jersey's intensive supervision program.

Illinois Probation and Court Services Association, Inc.

IPCSA honored several professionals at its 1993 awards ceremony, held in Collinsville, Illinois on October 21, **Joanne M. Spencer**, probation officer with the Madison County Juvenile Probation Department, received the S. William Ettinger Service Award (presented to an Association member who has provided exemplary contributions and support to the Association). The Darrel O. Smith President's Award for contributions to the Association and the profession was presented to **Denise M. Orso**, director of the Williamson County Probation Department. The Pauline Gansauer Award for a probation officer who has exhibited the highest standards of dedication to the profession was presented to **Keith Mendenhall**, assistant superintendent with the DuPage County Youth Home. **Michael A. Hancox**, director of the Adams County Court Services Department, received the Gene Hughes Award for an Association member who has exhibited the highest professional standards of leadership in the profession. The William C. Albertson Award (for a probation officer who has exhibited the highest standard of achievement in the profession) was presented to **Roxanne K. Castleman**, director of the McLean County Court Services Department. **Judge James M. Wexstten**, former chief judge of the 2nd Judicial Circuit, received the Citizen Award, presented to a member of the community who has contributed to the enhancement of the probation and court services profession.

Affiliates are invited to submit information about their award recipients for publication in Perspectives. Please include brief biographies (100 words or less) **and** photos, if **possible**.

APPA Training Accreditation in Cook County:

What It Means and How We Got There

by Arthur J. Lurigio, PhD, Director of Research and Evaluation, Cook County Adult Probation Department and Associate Professor, Department of Criminal Justice, Loyola University of Chicago

Nancy L. Martin, J.D., Chief Probation Officer, Cook County Adult Probation Department and

Carmen Rodriguez, Training Specialist, Cook County Adult Probation Department

The Cook County (Chicago) Adult Probation Department (CCAPD) was the first agency to attain American Probation and Parole Association (APPA) accreditation for its pre-service training program. The program was re-accredited at APPA's Annual Training Institute this past September in Philadelphia. The present article describes CCAPD's efforts to achieve this recognition. We begin by providing background on the department and a brief history of its training efforts. Next, we offer an overview of accreditation procedures and requirements. We conclude with some observations on how accreditation benefited our department.

Department Background

Established in 1911, the CCAPD is currently the largest probation agency in Illinois and the fourth largest in the country. More adult offenders are placed on probation in Cook County (35,000)

than are incarcerated in the entire state of Illinois (31,000). Approximately 95 percent of the department's probationers are convicted of felony offenses. CCAPD operates under the auspices of the Honorable Harry G. Comerford, Chief Judge of the Circuit Court of Cook County. As of November 1, 1993, the department employed 622 individuals, including 457 sworn staff consisting of one chief probation officer, two assistant chief probation officers, 12 deputy chief probation officers, 56 probation officer supervisors, and 386 probation officers. At that time, the department also employed 165 administrative and support staff. On January 14, 1991, CCAPD became the largest county adult probation department to be accredited by the American Correctional Association (ACA). The department was recommended for ACA re-accreditation on November 18, 1993.

The department's primary mission is to serve the court, the community, and its probationers. CCAPD achieves these objectives by supervising and servicing offenders, and by assisting them to rehabilitate and reintegrate into the community. In addition, the department provides various other services to the courts, including pre-trial and pre-sentence investigations. It also administers a variety of specialized programs including intensive probation supervision, a home confinement program, an intensive drug program, a gang intervention unit and Project Safeway - a probation reporting center that creates partnerships between CCAPD, the community and not-for-profit service providers (Martin & Lurigio, 1992; Robinson & Lurigio, 1990).

Introduction to the Pre-Service Orientation Program

CCAPD initiated its pre-service training program in 1973. In April 1986, the department formalized a full-time training division to develop, coordinate, conduct and monitor training programs for all levels of staff. The current pre-service orientation program became operational in 1988. Since that time, over 211 newly hired probation officers have completed the program.

Under department guidelines, newly hired probation officers must complete a 195-hour basic training program. This training program was approved by the Administrative Office of the Illinois Courts, which oversees probation operations and subsidizes probation positions throughout the state; it was also accredited by ACA.

Pre-service orientation is conducted as often as the need arises. Orientation is scheduled after the chief judge appoints applicants and notifies the department's personnel division of the applicant's starting date. Orientation begins on the date that applicants are hired and ends on the date that they complete the six-week program.

Pre-service orientation is coordinated by CCAPD's director of training and is overseen by its training specialist. Pre-service modules are taught by department personnel who have knowledge, skill and expertise in a specified area. On-the-job training (OJT) staff are case-load officers who perform the duties and responsibilities that they teach in the orientation program.

Pre-service orientation combines classroom instruction with OJT train-

This article is dedicated to the *memory of Lynn A. Diller* who died on December 22, 1993 *after a lengthy illness*. Ms. Diller was with the *Cook County Adult Probation Department* since 1982 and was its *Director of Training* from April 1988 until her *untimely death at age 34*. *In that capacity, she served with great dedication, competence and enthusiasm*. *The department received APPA accreditation for its pre-service orientation program in large part because of her vision, initiative and diligence*. Ms. Diller will be *sorely missed by her family, friends and co-workers*.

Special thanks to Karen Dunlap, 12th Judicial District, Court Services Office, Kansas; and Bruce Gibson, Director, Clermont County Adult Probation, Ohio, for their extremely helpful comments on earlier drafts of this manuscript.

ing. The classroom instruction phase provides probation officer trainees with a knowledge of: the department's policies; the department's day-to-day operating procedures; and the probation officer's duties and roles as defined by statute and the department's mission statement and objectives. The OJT component affords each trainee an opportunity to apply the knowledge they gain through classroom instruction by observing experienced probation officers during the performance of their job duties and by practicing those job duties under the direction of a probation officer/trainer.

Probation officer trainees must meet the following criteria before they can become sworn Cook County adult probation officers:

- Be present for 100 percent of the classroom instruction. Trainees who are absent from any classroom module must review a video tape of the module.
- Complete a total of 14 post-tests, which the training unit administers during the orientation period.
- Score a minimum of 70 percent correct on each of the 14 post-tests.
- Participate in one evaluation discussion with the training specialist.
- Be present for 90 percent of the OJT instruction.
- Submit a completed evaluation for each OJT day by the end of the next working day.

During the orientation period, the department may terminate a probation officer trainee for not meeting training program criteria or not complying with department personnel policies and procedures.

The training division has an elaborate evaluation process for monitoring the orientation program, which includes completion of:

- Classroom instruction evaluations by the trainees, which rate each instructor's skills and each module's content and applicability to job functions.
- OJT trainee evaluations by the OJT staff members. Trainees are rated on their understanding and performance of duties after each day of OJT.

- A final orientation evaluation by trainees, which rates their overall experiences with the classroom and OJT phases of training as well as their classroom instructors and OJT staff.

- Post-tests during the training program to monitor trainees' understanding of module content.

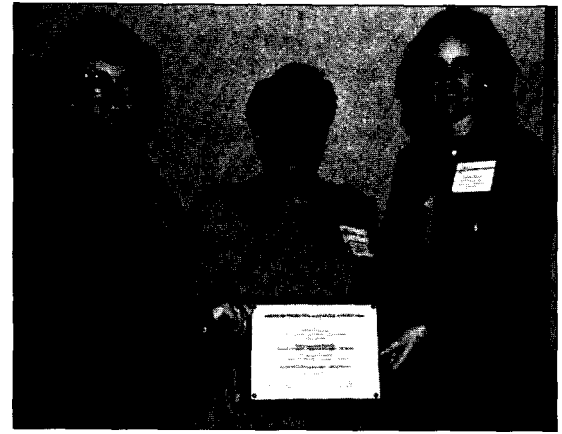
- A performance appraisal evaluation by the training specialist, which evaluates each trainee's performance during the orientation period. A copy of the completed evaluation is forwarded to the trainee's deputy chief to give them insight into the trainee's strengths and weaknesses. These evaluations are designed to facilitate each trainee's continued professional growth and development.

- A written questionnaire distributed to probation officers six months after their completion of pre-service orientation, which is **used to evaluate the on-the-job relevance** of the curriculum and training manual, and the training staff's ability to prepare officers for their actual roles and duties.

In addition, the department has established a Training Advisory Committee to provide information to the director of training regarding basic and advanced training programs for management and line staff. The Training Curriculum Committee meets quarterly and reviews current curricula, instructional materials, evaluations and program criteria.

The Process of Accreditation

According to its policy on continuing education and accreditation, "the primary goal of the APPA accreditation program is to enhance the quality of services to clients, agencies, states, the profession, and the public-at-large" (APPA, p.ii). The policy states that the four purposes of accreditation are: (a) to ensure that agencies adopt sound training and educational practices; (b) to monitor the quality of training and educational services; (c) to establish a system for APPA to accredit probation and parole training; and (d) to institute an administrative process that advances the professional growth of APPA members.



Karen Dunlap (l), APPA's 1993 Accreditation Chairperson, presents plaque for the Cook County Adult Probation Department's Pre-Service Training Program to Carmen Rodriguez (c) and Nancy Martin (r).

APPA's Accreditation Review Board reviews all applications for training accreditation based on criteria established by the International Association for Continuing Education and Training. These criteria define maximum requirements for sponsors awarding continuing education units (CEUs). A CEU is defined as "10 contact hours of participation in an organized continuing education experience under responsible sponsorship, capable direction, and qualified instruction" (International Association for Continuation Education and Training, p.1). The president of APPA appoints members of the board, who "must have demonstrated a commitment to the professional development of the field of criminal justice, as well as experience at the direct service or administrative level in providing formal adult education or training" (APPA, p.1). The process of accreditation involves six steps and nine criteria.

Application Steps

CCAPD began its effort toward accreditation in September 1989 under former chief probation officer, John J. Robinson. We asked APPA to review for accreditation our entire pre-service orientation program consisting of 28 modules and 195 CEUs (see Table 1, page 22). We followed the six steps

described below, which constitute the actual application process.

Step 1. The applicant submits a letter to APPA, which indicates the agency's intent to pursue accreditation and includes the following information (APPA, p.2): name of agency, contact designee,

agency address and phone number; title of program or course; brief description of the program or course; and projected date of application completion.

After the letter is received, the accreditation chairperson, who is appointed by APPA's executive committee, contacts the agency designee to clarify any questions or concerns about the process. In addition, the chairperson sends the applicant written confirmation that the application was received and gives the applicant information regarding the accreditation fee and a list of the review board members. If requested, APPA will authorize a site visit by a review team member to provide technical assistance to the applicant, which is recommended when the application involves multiple courses. (We were fortunate enough to receive technical assistance from Karen Dunlap and Bruce Gibson, the former and current chairpersons of the Continuing Education, Accreditation, and Certification Committee, respectively. Other members of the Committee, at the time of our application, included John Gorczyk, Nancy London, and Nancy Zang.)

Step 2. The applicant submits three copies of the application and attendant documentation 60 days prior to the date of training.

Step 3. The review board evaluates the application within 15 working days of its receipt unless otherwise notified.

Step 4. The committee chairperson will inform the applicant's sponsor of the review board's findings and the final fee for accreditation. If accreditation is awarded, the committee will send a letter and certificate that specify the number of CEUs awarded. If accreditation is not awarded, the committee will explain the criteria that were not satisfied and will invite the applicant to submit additional information for subsequent review.

Step 5. Accreditation is in effect for three years after the date of issuance unless changes in the program necessitate another review. In that case, the agency must contact the accreditation chairperson for instructions on how to proceed.

Step 6. After accreditation, APPA will retain two copies of application materials and documentation, and will forward one copy of each to the National Institute of Corrections' National Information Center.

In addition to following these steps, our pre-service orientation program had to satisfy nine criteria. The first five pertained to the specific 28 modules we submitted for review (see Table 1). For each of those modules, we provided accreditation information demonstrating that the module had: a content that was responsive to the needs of probation officers and relevant to their continuing education and job requirements; major learning outcomes; a specific sequence of activities leading to the achievement of learning outcomes; mechanisms to assess learning outcomes (e.g., performance tests and interviews); and requirements for satisfactory completion of the module based on trainee performance and attendance. The remaining four criteria focused on our trainers, who had to show that they were qualified to present the modules (e.g., through their certification or experience); our capacity to evaluate whether trainees have achieved each module's learning objectives; and our corroborative materials describing the training schedule, instructional methods and credentials of the trainers.

Benefits of Accreditation

Receiving APPA accreditation for the department's pre-service orientation program was beneficial in several respects. First, APPA is a highly respected and nationally recognized organization. This award meant that CCAPD's training program had reached a standard of excellence that has meaning and value to the entire probation profession.

Second, going through the accreditation process forced the department to refine and improve its own training agenda and to revisit a number of training issues, such as: topic inclusion and order (i.e., which courses to prepare and how to organize them on the training schedule); trainer credentials and preparation (i.e., who are the best can-

Table 1
Pre-Service Orientation Program
195 Hours

	Hours
Orientation to Administrative Matters	6.50
Jail Tour	3.50
Promis Users Training	3.50
Introduction to Cook County Adult Probation	3.50
Introduction to the Courts	3.50
Interviewing Skills	6.50
Criminal Histories	6.50
Introduction to Investigations	6.25
Preparation of Investigations	6.50
Intake Procedures	6.50
Adult Investigation and Supervision System	6.50
Supervision Planning	6.00
Legal and Liability Issues	7.00
Fieldwork Procedures	3.50
Introduction to Field Services	3.50
Non-Crisis Intervention	13.00
Police Safety System	6.50
Court Documentation	6.50
Court Procedures	6.50
Time and Caseload Management	6.50
Street Gangs	6.00
Cross Cultural Awareness	
Competent	6.50
Writing Skills	6.25
Team Building	6.50
Introduction to Specialized Divisions	4.00
Cashier Procedures	1.00
Performance Appraisal	2.00
OJT Rotation	45.00

didates to teach classes and what criteria do we use in selecting trainers); and topic development (i.e., what new topics to include to keep our curriculum incisive and contemporary). With accreditation, we can be fully confident that our training division has created a pre-service training package that is well-equipped to prepare CCAPD officers for a successful career in adult probation. Our department has always placed a tremendous emphasis on training, and we have regarded it as the most important initial step in becoming an effective probation officer. Training not only transmits knowledge and skills, it also cultivates a professional identity and communicates a department's philosophy and work ethic.

Third, training accreditation has given us a chance to assist other probation agencies that are developing or revising their own training agendas and materials. This is an excellent mechanism for networking with other probation professionals and for sharing information about our respective agencies, which goes beyond training and touches other areas of mutual concern. We are enjoying the role of being a leading authority on training, and hope that our experience benefits other departments seeking APPA accreditation.

*Anyone interested in obtaining additional information on APPA training accreditation should contact chairperson **Bruce Gibson, Director of the Clermont County Adult Probation Department, 48 N. Market, Batavia, Ohio***

45103, (513) 732-7356.

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- Job Opening -

Sam Houston State University Director, Correctional Management Institute of Texas

Sam Houston State University's Criminal Justice Center invites applications and nominations for **Director, Correctional Management Institute of Texas (CMIT)**. CMIT develops and delivers professional education, management development and training programs for personnel in juvenile and adult community and institutional corrections agencies. CMIT includes the Texas State Probation Academy, a division of Institutional Corrections and Management Development Programs, and grant and contract-based training initiatives. Sam Houston State, a member of the Texas State University System, has 96 undergraduate, 76 graduate, and one doctoral program.

Responsibilities:

Manage all activities of the Correctional Management Institute; secure funding to support professional education programs for correctional personnel; develop short range and long-term strategic plans for the Institute; establish procedures for handling clients throughout Texas; establish record keeping systems for the Institute to satisfy university, college, federal and state requirements. Travel throughout Texas to promote the Institute's programs and to develop and serve clientele; travel to regional and national conferences as needed.

Develop new training programs for correctional personnel. The Director of CMIT reports to the Dean of the College of Criminal Justice and is a member of the Criminal Justice Center's management team.

Qualifications:

A terminal degree in criminal justice or related discipline, at least five years experience in corrections, substantial experience in training or human resource development in corrections. Experience in developing funding proposals for training-related grants is highly desirable.

Application Procedures:

A detailed resume, names, addresses and telephone numbers of four (4) references, and a letter describing the candidates's experience and interest in the position should be sent to:

Department of Human Resources
Sam Houston State University
Box 2356
Huntsville, Texas 77341

Applications will be accepted until the position is filled.
EEO/AA Employer.

Special Probation Programs for Drug Offenders

The following testimony was prepared and presented by Nancy L. Martin, JD, Chief Probation Officer, Cook County Adult Probation Department, and

Arthur J. Lurigio, PhD, Director of Research and Evaluation, Cook County Adult Probation Department, and Associate Professor, Department of Criminal Justice, Loyola University of Chicago

Background

During federal fiscal year 1994, the U.S. Department of Justice, under the Anti-Drug Abuse Act, will make available between \$390 million and \$423 million in block grants for state and local drug control programs throughout the nation. If Congress approves the appropriation, Illinois' share of these funds would be between \$12 million and \$15 million. More than 20 different activities may be funded, including programs that educate law enforcement officers about demand reduction, target domestic sources of controlled and illegal substances, and identify the treatment needs of adult and juvenile drug and alcohol-dependent offenders.

The Illinois Criminal Justice Information Authority (ICJIA) has administered Illinois' federal drug law enforcement program since 1987. In October 1993, ICJIA sought written input for drug enforcement programs in Illinois. According to their solicitation, written comments would be used to "assist the Authority in identifying problems and establishing broad program priorities that will maximize the impact of federal funds."

The current manuscript presents the remarks that the Cook County (Chicago) Adult Probation Department submitted to the Authority. Through our testimony, we had hoped to encourage ICJIA to allocate a portion of their federal monies to support adult probation programs for drug offenders. Through this article, we hope to inform other probation professionals about the need for special programs to respond to drug offenders. The American Probation and Parole Association has been very active

in the area. APPA's materials and technical assistance have helped us to make significant advances with this population.

Drugs and Crime

Although overall drug abuse in the United States has recently declined, mounting evidence suggests that it has risen among criminal offenders. For example, the Drug Use Forecasting (DUF) program of the National Institute of Justice, which monitors the drug use of new arrestees in 24 American cities, found in 1989 that 53-81 percent of male arrestees tested positive for at least one illicit substance. Across all DUF sites, drug use was particularly prevalent among men charged with drug sales or possession (83 percent), burglary (75 percent), robbery (73 percent), theft (71 percent), and possession of stolen property (70 percent). More recent DUF results (1992) revealed that 77 percent of male arrestees in Chicago tested positive for drugs. The rate of cocaine use in the Chicago sample (70 percent) was the highest in the nation, and 21 percent higher than it had been a year earlier.

Other studies show similarly high rates of drug use among prison inmates and parolees. Close to half of the nation's state prisoners reported using illicit drugs before their most recent arrest. The majority had never been in drug treatment programs and many began using drugs during adolescence. A subset of these prison inmates could be classified as "high-rate dangerous drug-involved" offenders who committed crimes for several years before being ar-

rested and sentenced to prison for the first time.

Drug abuse and criminality are closely related; however, the precise nature of the association has not been clearly established. For some offenders, criminal behavior and drug abuse are simply correlations of living in impoverished social and economic conditions; for others, criminal behavior directly results from drug use. Several investigations have documented that drug-dependent offenders, especially those with the most serious addictions, commit a disproportionate number of crimes. Research on narcotic addicts, for example, has suggested a link between addiction and criminal activity. In one study, the criminal behavior of addicts dramatically increased during periods of addiction, and the onset of addiction coincided with a sharp rise in criminal behavior. In another study, offenders' income from property crime escalated with their use of narcotics.

Violence and drugs may also be closely tied. For example, most of the drug-related homicides in New York City in 1988 stemmed from the systemic violence engendered by the drug trade. Hence, drugs and violence have become virtually synonymous in large urban areas that are sites for drug trafficking.

Drugs and Institutional Crowding

An unprecedented surge in drug arrests and drug offenders has caused monumental management and policy dilemmas for criminal justice agencies and the courts. According to researchers, the criminal justice system's response to

drug crime is the primary factor contributing to both prison and jail overcrowding across the country. For the past 12 years, stepped-up drug enforcement was the centerpiece of the federal drug policy. At the state and local levels, this has translated into more arrests, more prosecutions and harsher penalties for drug offenders. Institutional crowding has been an unavoidable outgrowth of the so-called "war on drugs."

Illinois is one of the many states with prison overcrowding. During the past 20 years, the number of prison inmates in the state has more than tripled. In 1987, Illinois had the seventh largest prison population in the United States. By the end of 1988, its prisons housed approximately 21,000 inmates - a total three times greater than in 1978. Six months later, the prison population swelled to 22,500 inmates - an increase of seven percent, the fourth largest increase among midwestern states. By mid-July 1992, Illinois' prison population had grown to 30,642 in a system designed to hold 20,514. According to a report from the Illinois Department of Corrections, a key factor in the growth of the state's prison population has been the steady increase in drug offender admissions.

The local jail system in Illinois has also been strained by the drug problem. Jail overcrowding in Illinois is most pronounced in Cook County, the state's largest county, where the average daily jail population is greater than the average for all other counties combined. The present population has soared to over 9,000 offenders in a facility with a capacity to hold approximately 7,000.

The influx of Cook County drug cases has been overwhelming. Almost half of the county's current felony filings are for drug charges. From 1978 to 1987, felony drug cases increased 140 percent; from 1988 to 1989 alone, drug cases increased by more than 77 percent. By 1991, more than 17,000 felony drug cases were filed in Cook County - an increase of 160 percent in only seven years. During the same period, non-drug felony filings have risen only four percent.

Treatment for Drug-Abusing Offenders

Drug-addicted criminals are typically at high risk for recidivism after release from incarceration. In addition, offenders who abuse drugs are more likely to fail on community supervision. For example, two separate studies using Cook County adult probation data found that drug use at intake was a highly significant predictor of probation revocation. More recently, the randomized experiments of the Rand Corporation underscored the importance of coupling services with enhanced surveillance for high-risk, drug-using probationers. They concluded that more supervision without treatment will have little effect on offenders' criminal behavior. Taken together, these studies have **obvious** implications for correctional practice.

Locking up drug offenders or placing them in more intensive probation programs is not working to curb drug use or crime. Treatment must **be** utilized in any criminal justice approach to break the cycle of drug dependency and crime. Attorney General Janet Reno has emphasized the importance of prevention and treatment in setting the current administration's drug and crime policies. Furthermore, both the John Howard Association and the Illinois Task Force on Crime and Corrections strongly recommended drug treatment for addicted offenders in institutional and community correctional settings.

Combining prevention and education programs for non-drug users with treatment programs for **users** is generally acknowledged as the most effective strategy for reducing drug demand. Treatment for incarcerated and non-incarcerated offenders not only reduces drug **use** but also suppresses the criminal activity associated with it. Moreover, offenders who are forced into drug treatment by legal mandates are just as successful in recovery as those who voluntarily enter treatment programs, and they often remain in programs longer.

Drug Abuse Among Local Offenders

The incidence of drug abuse among

Chicago arrestees is staggering. According to DUF data from the fourth quarter of 1991, 77 percent of the male offenders tested positive for any drug, including marijuana, 70 percent tested positive for cocaine, 19 percent tested positive for opiates, 20 percent tested positive for marijuana, three percent tested positive for PCP or barbiturates, and 31 percent of all arrestees tested positive for two or more drugs.

For some offenders, criminal behavior and drug abuse are simply correlations of living in impoverished social and economic conditions: for others, criminal behavior directly results from drug use.

Throughout Illinois, probation case-loads have experienced a significant increase in drug-related offenses. The prevalence of drug **use** among probationers is most pronounced in Cook County, where half of the felony cases now pending in the criminal courts are for drug charges. Approximately 45 percent of the Cook County Adult Probation Department's cases at intake for 1990 and 1991 were sentenced to probation for drug offenses. In addition, 43 percent of CCPD's current case-**load are** on probation for drug offenses.

Illinois Criminal Justice Information Authority (ICJIA) data clearly suggest that drug use is a serious problem for high risk probationers in Cook County. For example, in its first year of operations (December 1990-November 1991), the Home Confinement Program, with the support of ICJIA funding, tested more than 1,000 offenders for cocaine, opiates and PCP. Each month, an average of nearly 30 percent of the offenders tested positive for one or more of these drugs. Nearly 40 percent of the follow-up tests were positive for cocaine, 18 percent were positive for PCP and 15 percent were positive for opiates. During the same period, 1,271 IPS offenders were tested for a wide variety of drugs including cocaine, opiates,

marijuana, amphetamines and benzodiazepines. More than 35 percent of screened IPS cases tested positive for one or more of these drugs. From August 1992 through August 1993, 1,595 IPS offenders were tested for a wide variety of drugs, including cocaine, opiates, marijuana, amphetamines and benzodiazepines. Of those screened, 38 percent - or 607 - tested positive for one or more of these drugs.

Drug tests are a reliable indicator of drug use, a solid source of evidence for violation of probation petitions, and a tool that may encourage offenders to remain drug-free.

The intensive surveillance of drug-using offenders to prevent continued drug abuse can be an effective crime reduction strategy. For example, a pre-trial urine testing and surveillance program in Washington, D.C., demonstrated that participating drug users had a rearrest rate no higher than the rearrest rate for non-drug users. Comprehensive drug screening tools and advanced urine testing technology have made it possible to accurately identify and effectively monitor drug abusers. Urinalysis is both a vehicle for offender surveillance and control and a sensitive barometer of offender progress. Drug tests are a reliable indicator of drug use, a solid source of evidence for violation of probation petitions, and a tool that may encourage offenders to remain drug-free.

In addition to screening its IPS cases for drug use, the Cook County Adult Probation Department has confronted the serious drug problem by implementing three specialized programs for drug abusing offenders: the Intensive Drug Program, Evening Narcotics Court, and the Home Confinement Program.

Illinois Drug Offender Specialized Supervision Program (IDP)

The Illinois Drug Offender Specialized Supervision Program, known in Cook

County Adult Probation as the Intensive Drug Program (IDP), is a supervision strategy for high risk adult probationers identified as drug abusers or chemically dependent. In the past year, this program enhanced the department's ability to access community services that facilitate the recovery and reintegration of drug abusing offenders. During 1993, IDP monitored approximately 600 offenders and evaluated nearly 220 cases for program eligibility. Furthermore, IDP officers completed 950 home visits and collateral contacts, and referred to Treatment Alternatives for Special Clients (TASC) 325 IDP cases for initial urinalysis, and another 1,620 cases for follow-up tests. TASC also provided pretreatment services for 175 IDP clients. In addition, IDP officers conducted a counseling group to discuss women's issues relating to drug use, and they co-facilitated, with TASC, a treatment readiness group to prepare offenders to accept their drug problems, to be more receptive to interventions, and to make a better adjustment to recovery.

Evening Narcotics Court

Evening Narcotics Court was instituted in October 1989 as a response to the high volume of felony drug cases in Cook County. There are presently eight judges assigned to evening narcotics courtrooms. The judges begin their court call at 4:00 p.m. and hear cases until the call is completed. Since the inception of Evening Narcotics Court, the adult probation department has handled more than 19,485 probation cases and conducted nearly 3,900 presentence and pre-trial investigations. During the past year, the department received approximately 3,000 new probation cases and completed 1,086 PSI/PTI's from night court.

Home Confinement

The Home Confinement Unit was created to widen the spectrum of intermediate sanctions in Cook County and to help alleviate overcrowding in county and state penal institutions. Offenders are sentenced to home confinement for

30, 60, 90, or 120 days (or whatever timeframe ordered by the court) at the front-end of their probation sentence, and must remain at home during curfew periods unless they are given permission to leave for special circumstances (e.g., work, school, or medical care). Hence, persons entering the program are able to maintain employment, complete their education, participate in out-patient treatment and remain with their families. During 1992, home confinement officers made approximately 122,000 face-to-face and 77,700 telephone contacts with program offenders, and logged more than 172,000 miles in an effort to protect community safety and guarantee the strenuous monitoring of cases.

As noted earlier, ICJIA funded a drug testing component for Home Confinement offenders (the grant expired in September 1993). From July 1991 to August 1992, 878 initial urinalysis tests (three screens each) have been performed on offenders sentenced to Home Confinement. Of the offenders initially tested, 293 (33 percent) were positive for illegal drugs. Between July 1991 to August 1992, 583 follow-up urinalysis tests (three screens each) were performed on offenders sentenced to Home Confinement; 46 percent of these tests were positive for at least one illegal drug. Among the follow-up tests, 35 percent of the cocaine screens and 32 percent of the marijuana screens were positive.

Through August 1993, 809 initial urinalysis (three screens each) were conducted on offenders sentenced to Home Confinement. Of the offenders initially tested, 349 (or 43 percent) were positive for illegal drugs. During that same period, 561 follow-up urinalysis (three screens each) were conducted on offenders sentenced to Home Confinement; 237 (or 42 percent) of these tests were positive for at least one illegal drug. Of the initial positives (349) and the positives identified through follow-up testing (237), 72 percent tested positive for cocaine. Offenders who tested positive for any drug use were referred to treatment programs.

Future Efforts

Despite the existence of these special drug programs, it is imperative that the Cook County Adult Probation Department take additional steps to be fully responsive to this problematic population. Many offenders with drug addiction may go unidentified for a variety of reasons: they may not have been arrested or convicted of drug-related crimes; they may not self-report or may openly deny drug abuse; or they may fail to recognize an incipient or longstanding drug problem. Also, offenders who require drug intervention may never receive services because treatment slots are simply not available. Furthermore, a number of drug treatment facilities reject offenders outright because of their criminal conviction, or the facilities are too expensive for offenders to afford.

In light of these circumstances, we strongly believe that probation officers should acquire the knowledge and expertise to screen, assess and counsel drug abusing probationers. Hence, a group of CCAPD officers are in the process of becoming certified substance abuse counselors, which was made possible through the support of an ICJIA grant. After their classroom training concludes in December 1993, these officers will complete a 300-hour practicum and take a certification examination in the fall of 1994. With this capacity, we will be better able to provide ongoing drug-related services to a much wider range of needy offenders.

We are also working with the Cook County State's Attorney's Office and TASC to develop special interventions for 1410/710 probationers: they must

have no prior felony convictions, probation or supervisions, and must be sentenced for certain types of drug offenses (e.g., possession of less than 15 grams of cocaine, heroin or morphine).

We strongly believe, that probation officers should acquire the knowledge and expertise to screen, assess and counsel drug abusing probationers.

In addition, we are seeking to increase the number of officers assigned to IDP and IPS, and are exploring different avenues for handling probation violators from evening narcotics court. These efforts will significantly enhance our ability to supervise probationers who are convicted of drug crimes.

Request for Site Proposals

Bids are open for the following APPA Training Institutes:

APPA 23rd Annual Training Institute 1998

Completed applications to host this Institute must be received by **July 22, 1994**, in order to be considered. The Board of Directors will select this site at their meeting in Phoenix, Arizona, September 11, 1994.

APPA Winter Training Institute 1998

Completed applications to host this Institute must be received by **December 9, 1994**, in order to be considered. The Board of Directors will select this site at their meeting in Charleston, South Carolina, January 8, 1995.

Any board member, affiliate group or state agency wishing to request consideration of a particular city for either of the above Institutes must complete an application to host that Institute. In order to be considered by the Board of Directors, completed applications must be received by the deadline specified above for each of these Institutes.

Further information and applications may be obtained from:

Yolanda Swinford
American Probation and Parole Association
c/o The Council of State Governments
3560 Iron Works Road
P.O. Box 11910
Lexington, KY 40578-1910
(606) 231-1919

Opportunities for Involvement for Members of the American Probation and Parole Association

Introduction

The American Probation and Parole Association operates according to many guiding principles and values. The association believes in the value of training and continuing education for both its constituency and for the community corrections population our constituency serves. APPA supports research so that the field can conduct its business in the most effective manner possible. Fairness and justice for all members of the community are stressed by APPA. Committee work is also a critical component of APPA's strategy to serve the field, exploring such issues as public relations and developing positions on controversial topics. But if APPA can be said to be about one thing, if there is a singular philosophy that informs and guides all others, it is the principle of inclusion. Inclusion is what guides APPA's mission - a mission which values the opinions and the ideas of every member of the Association's constituency equally. It is an extension of the philosophy embodied by our founding fathers in the one person, one vote system. With the privileges of such a system comes responsibilities. And the primary responsibility APPA asks of its membership is involvement.

The opportunities for involvement are vast. Some are time intensive, some are less so. But they all yield the same result: a more responsive Association - an Association that is better equipped to meet the needs of its members when those needs are identified based on input and guidance from the entire field of community corrections.

Examples of this involvement are numerous in the recent history of APPA.

- In response to consistent expressed interest from the field, APPA is offering training on "Assessment of Imminent Danger and Supervising Violent Offenders" in Winter 1994.

- The development of the current *Alternative Outcome Measures* for the Evaluation of *Intermediate Sanctions* project came in direct response to a need voiced by the field to focus on measures other than recidivism rates as a barometer for the success of the community corrections field.

- In 1992, APPA surveyed its membership to find out what was on the minds of community corrections professionals. In reviewing the results of this survey, APPA's leadership has responded in numerous ways: the development of position statements on such issues as victim services, staff safety, non-narcotic analgesics, and substance abuse; new opportunities for training; and new features which will appear periodically in *Perspectives*.

- In 1991, a phone request for information from a member to APPA staff generated a national survey on the Fair Labor Standards Act.

- Also in 1991, the membership responded to a survey on fiscal issues. From this data, a report was compiled, yielding valuable information about the financial crises that probation and parole agencies are facing.

Questions & Answers About Getting Involved in APPA

What *should I do first*?

If you're not already a member, the first thing to do is join APPA.

How much does it cost, and what *do I get for my money*?

Membership fees are extremely low at \$35 annually. Members receive:

- a subscription to *Perspectives*, the quarterly journal of APPA. *Perspectives* publishes valuable information on the latest field research, a calendar of upcoming events, Requests for Proposals regarding training and technical assistance opportunities, and a wide range of articles on community corrections issues.
- access to APPA's research clearinghouse, networking and referral resources.
- information about APPA training and technical assistance events. Members are automatically placed on APPA's mailing list and receive information about federally-funded APPA initiatives and grant activities.
- membership rates on all APPA training opportunities, including Winter and Annual Institutes.

How is APPA *structured*?

APPA is governed by a Board of Directors and an Executive Committee, which establish the policy and the agenda of the Association. There are six officers on the Executive Committee, and three Executive Committee At-Large members. Each of the six officers has oversight responsibilities for a cluster of committees. All elected officers adhere to a Constitution and set of By-Laws. Members who serve on the Board of Directors are comprised of regional representatives and affiliate representatives. There are 17 regions within APPA. There is also an extensive committee network (see *Committee Opportunities* for more information) within the Association.

Staffing for APPA is contracted through The Council of State Governments (CSG) in Lexington, Kentucky. CSG provides secretariat services to the Association. These services include Institute

management, financial management, staffing, research and grant activities, and coordination of training and technical assistance. APPA staff can be reached by writing or calling the following:

The American Probation and Parole Association
c/o The Council of State Governments
3560 Iron Works Pike, P.O. Box 11910
Lexington, Kentucky 40578-1910
(606) 231-1917

How do I get more involved once I've joined?

First, review the list of committees. Is there a particular issue or area where you believe you can make a contribution? If so, contact the committee chair. If the chair decides there is an appropriate fit, he or she will notify the staff and you will be designated an active member of that committee.

Can funds be made available for my participation on a committee?

APPA is a volunteer-driven association. Due to limited resources, most committees conduct their primary interaction via telephone and mail. If, however, your committee becomes involved in a major initiative, it would not be unusual for limited funds to be made available for selected activities.

What if none of these committees interest me?

If you are interested in a particular issue which you believe lacks representation within the Association, you are encouraged to make a case to the Executive Committee for the establishment of a new committee. It may be that the issue is currently covered under a committee you are not aware of, or it may be that there is a genuine need for the creation of a new committee. In either case, the Executive Committee will carefully consider and respond to your request.

Another route for involvement is within the regional structure of the Board of Directors. Members are encouraged to contact their regional representative about ways in which they can become more active within the Association.

So, who do I call with. . .

a question about membership?

Contact: Moira Wiley, Membership Secretary
(606) 231-1917

a research question?

Contact: Rhonda Reeves, Communications Coordinator
(606) 231-1910

a question about committees?

Contact: the individual Chair of the committee in which you're interested

a great idea for a workshop at APPA's 1995 Annual Institute in Dallas?

Contact: Annual Institute Program Chair, Mickey Neel
(512) 305-9365

a proposed article for *Perspectives*?

Contact: Bob DeComo, Chair of the Editorial Committee
(415) 896-6223

questions about training that may be coming to my state?

Contact: Pat Bancroft, Training and Exhibit Coordinator
(606) 231-1916

problems or concerns I would like to see addressed by APPA?

Contact: Tim Matthews, Staff Director
(606) 231-1914

or any member of the Executive Committee

Current Opportunities for Involvement

There is no shortage of ways in which individual members can become more active in the American Probation and Parole Association. In listing a few of these opportunities, it is hoped that members will be encouraged and inspired to take advantage of these options.

Training and Professional Development

Each year APPA offers new and significant opportunities for training and professional development, through the Annual and Winter Institutes, through its Coordinated Training Initiatives, and through federally-funded grant activities. Workshop topics have included: Drug Recognition Techniques; Developing Cultural Awareness; Relapse Prevention with Sex Offenders; Assessment of Imminent Danger and Supervising Violent Offenders; and Liability Issues for Community Corrections Personnel.

APPA also conducts formal research in conjunction with various federal initiatives. Programs which offer a training and/or technical assistance component have included: Offender Supervision and Victim Restitution; Technical Training and Assistance for Intensive Supervision Programs; and Coordinated Interagency Drug Training and Technical Assistance.

Committee Opportunities

APPA sponsors a number of committees, each dealing with a specific issue or responsibility. Members who believe they could make a contribution to the work of a particular committee may contact the individual chairperson regarding that committee's mission statement and expectations of its members. A current list of APPA committees includes:

Accreditation (and Continuing Education)

Chair:

Bruce Gibson
Director, Clermont Co. Adult Probation
48 N. Market Street
Batavia, OH 45103
(513) 732-7265

Executive Committee Liaison:

Annette Henderson
(404) 651-5575

Function: The purpose of the Accreditation Committee is to promote continuing education efforts for probation and parole professionals, and to enhance those efforts by providing accreditation for participation in such programs.

Adult Education

Co-Chair:

Ann Brockett
Program Specialist, Dept. of Criminal Justice
Price Daniel Building, 209 W. 14th Street, Suite 400
Austin, TX 78201
(512) 305-9300

Co-Chair:

Paul O'Connell
 Literacy Center Coordinator, Dept. of Corrections
 2615 E. Randolph
 Enid, OK 73701
 (602) 506-3584

Executive Committee Liaison:

Al Schuman
 (703) 241-3910

Function: The Adult Education Committee acts as an issues forum and network for community corrections adult educators. Central issues include literacy development for offenders and the link between low educational attainment levels and recidivism.

Awards**Chair:**

Ron Goethals
 Director, Community Supervision & Corrections
 133 N. Industrial - 9th Floor
 Dallas, TX 75207
 (214) 653-5300

Executive Committee Liaison:

Diana Colloton
 (303) 451-5555

Function: The Awards Committee is responsible for the solicitation and review of all nominations submitted and determination of the best recipient for each APPA award based on the award's criteria. The committee selects award recipients; notifies award recipients; notifies each nominee; collects suitable photographs and summaries and submits materials to the APPA Secretariat for printing of awards program.

Constitutional Review**Chair:**

Nancy Martin
 Chief Probation Officer, Cook County Adult Probation Dept.
 2650 South California Avenue, Lower Level
 Chicago, IL 60608
 (312) 890-3333

Executive Committee Liaison:

Rocco Pozzi
 (914) 285-3500

Function: The Constitutional Review Committee oversees the administration of any proposed revisions or additions to the Constitution and By-Laws of the Association.

Corporate Relations**Chair:**

Vince Fallin
 Associate Commissioner, Community Corrections Division
 Department of Corrections
 #2 Martin Luther King Drive, Suite 954 East Tower
 Atlanta, GA 30334
 (404) 656-4747

Executive Committee Liaison:

Mario Paparozzi
 (609) 292-1437

Function: The purpose of the Corporate Relations Committee is to chart a direction for enhanced involvement between the Association and corporations on which probation and parole agencies have come to rely for products and services. This committee promotes dialogue and linkages between the corporate sector and the Association.

Health and Safety**Chair:**

Joe Papy
 Regional Administrator, Dept. of Corrections
 3309 Ivy Street
 Tampa, FL 33607-1524
 (813) 871-7230

Executive Committee Liaison:

Rocco Pozzi
 (914) 285-3500

Function: The work of this committee focuses on methods and strategies for becoming more responsive to the health and safety needs of probation and parole professionals. Significant health issues within the community corrections offender population include AIDS/HIV infection, tuberculosis, and hepatitis. Safety issues for officers include decisions surrounding the decision to arm or not arm officers, defensive weapons such as stun guns and mace, and an increasingly violent population.

Institute Site Selection**Chair:**

Ron Corbett
 Deputy Commissioner
 Office of the Commissioner of Probation
 One Ashburton Place, Room 405
 Boston, MA 02108
 (617) 727-5348

Executive Committee Liaison:

Harvey Goldstein
 (609) 292-1589

Function: It is the responsibility of the Site Selection Committee to make a recommendation to the Board of Directors regarding the location of the Annual and Winter Institutes. Recommendations are made after conducting careful evaluation of proposals from the cities seeking to host an Institute, based on criteria established by APPA's Board of Directors. Selection of a site is contingent upon the Secretariat being able to arrange for suitable lodging, meeting and financially prudent space.

Issues Development**Chair:**

Greg Markley
 Director of Staff Development, Division of Parole
 Dept. of Criminal Justice
 8100 Cameron Road, Bldg. B, Suite 600
 Austin, TX 78753-6112
 (512) 908-3250

Executive Committee Liaison:

Diana Colloton
 (303) 451-5555

Function: The Issues Development Committee identifies and explores various issues that are central to the functioning of community corrections professionals. The committee then prepares reports and makes recommendations surrounding the handling of these issues. The reports are generally disseminated in *Perspectives*.

Judicial Committee

Co-Chair:

Hon. Joe Kegans
Harris Co. Community Supervision & Corrections Dept.
49 San Jacinto Street
Houston, TX 77002
(713) 229-2305

Co-Chair:

Hon. William Meyer
District Court Judge, Denver District Court
City & County Bldg.
1437 Bannock Street, Rm. 219
Denver, CO 80202
(303) 640-2711

Executive Committee Liaison:

Diana Colloton
(303) 451-5555

Function: This committee focuses on providing educational opportunities for judges; promoting the team approach to sentencing and the development of sentencing alternatives; developing a resource manual for each state judiciary; providing an environment that encourages communication and understanding between judges, legislators, and community-based corrections; providing training opportunities for community-based supervision officers on judicial issues; and increasing judicial and legislative participation and networking through APPA. A prerequisite for membership on this committee is the ability to attend the Annual Institute.

Juvenile Justice

Co-Chair:

Brenda Y. Mosley
Assistant Deputy Director
Diagnostic & Information Resources Branch
DC Superior Court
409 E Street NW, Rm 220
Washington, DC 20001
(202) 508-1953

Co-Chair:

Carl Wicklund
Court Services Director, DFO Community Corrections
151 4th Street SE
Rochester, MN 55904-3177
(507) 287-2157

Executive Committee Liaison:

Diana Colloton
(303) 451-5555

Function: The Juvenile Justice Committee works to enhance the Association's response to specific juvenile justice issues within community corrections. Such issues might include the increas-

ing severity of violent crimes within the youth population, and juvenile involvement in gangs, drugs and cults, to name a few.

Legislative

Co-Chair:

Larry Hardy
Deputy Warden, Iowa Medical and Classification Center
Oakdale, IA 52319
(319) 626-2391

Co-Chair:

Sean Ryan
Deputy Chief, Bucks County Adult Prob/Parole
Courthouse, Main & Court St.
P.O. Box 821
Doylestown, PA 18901
(215) 348-6634

Executive Committee Liaison:

Harvey Goldstein
(609) 292-1589

Function: The Legislative Committee stays abreast of legislative trends and issues as they impact the community corrections profession. The committee's purpose is to work toward the promulgation of state and federal legislation which positively impacts probation and parole practices.

Membership

Chair:

Mickey M. Neel
Director, Substance Abuse Programs
Dept. of Criminal Justice
Price Daniel Building, 209 West 14th Street
Austin, TX 78701
(512) 305-9300

Executive Committee Liaison:

Rocco Pozzi
(914) 285-3507

Function: The purpose of this committee is to both enhance the Association's responsiveness to its constituency, and to have a positive impact on membership growth rates within the Association. Efforts and strategies to improve the delivery of services to members are part of this committee's focus.

Nominations

Chair:

To be determined

Executive Committee Liaison:

Harvey Goldstein
(609) 292-1589

Function: This committee is responsible for administering the nominations process which accompanies the election of members of APPA's Executive Committee and Board of Directors.

Perspectives

Chair:

Bob DeComo
960 Crystal Springs Avenue
San Bruno, CA 94066
(415) 896-6223, ext. 1305

Executive Committee Liaison:

Annette Henderson
(404) 651-5575

Function: Members of this committee solicit and identify appropriate articles for publication in Perspectives. The committee invites and welcomes both comments and contributions to Perspectives.

Positions and Resolutions**Chair:**

Nancy Lick
Westchester County Probation Dept.
111 Grove Street, 5th Floor
White Plains, NY 10501
(914) 285-2296

Executive Committee Liaison:

Al Schuman
(703) 241-3910

Function: The activities of the Resolutions and Positions Committee include surveying the Board of Directors, the Executive Committee and membership regarding issues on which position papers should be developed. Recent issues include: officer safety, non-narcotic analgesics, victims, intermediate sanctions, weapons, and substance abuse treatment.

Public Relations**Chair:**

Gerald Migliore
Office of Public Information, NYC Dept. of Probation
115 Leonard Street
New York, NY 10013
(212) 374-3600

Executive Committee Liaison:

Al Schuman
(703) 241-3910

Function: The purpose of the Public Relations Committee is to advance positive public relations efforts for probation and parole agencies and programs. The committee's mission is to assist APPA and its constituency in educating the public and key decision makers (in all levels of government and the private sector) about the strategic importance of community corrections in preventing and reducing crime, changing criminal behavior, and containing the costs of ensuring public safety.

Research and Program Development**Chair:**

Vern Fogg
Program & Policy Administrator
State Court Administrator's Office
1301 Pennsylvania Street, Suite 300
Denver, CO 80203
(303) 861-1111

Executive Committee Liaison:

Mario Paparozzi
(609) 292-1437

Function: This committee focuses on identifying appropriate areas of research within the field of community corrections, as

well as possible sources of discretionary funding for pursuing the delivery of services in significant areas.

Victims**Chair:**

Michael J. Cavanaugh
Director of Probation
P.O. Box 50666
Columbia, SC 29250
(803) 734-9278

Executive Committee Liaison:

Annette Henderson
(404) 651-5575

Function: The purpose of the Victims Committee is to enhance understanding of probation and parole's role in providing services to crime victims. The committee also identifies issues and training topics to enhance probation and parole programs and services for crime victims. Public hearings, during which crime victims speak out, have been scheduled by this committee in conjunction with APPA Institutes.

1995 Annual Institute**Program Chair:**

Mickey Neel
Director, Substance Abuse Programs
Dept. of Criminal Justice
209 West 14th Street
Austin, TX 78701
(512) 305-9300

Executive Committee Liaison:

Rocco Pozzi
(914) 285-3500

1995 Winter Institute**Program Chair:**

Dot Faust
Director, Community Programs Division
Maricopa Co. Superior Court, Adult Probation Dept.
45 West Jefferson, Suite 210, Luhr's Tower
Phoenix, AZ 85003
(602) 262-3697

Executive Committee Liaison:

Annette Henderson
(404) 651-5575

Function: Program Committees. These committees are responsible for planning the training slate for the Institutes. Nominations and recommendations for workshops to be held are welcomed.

Function: Local Host Committees. Host committees are primarily responsible for coordinating logistical efforts on-site at an Institute (including volunteer coordination, audio visual needs, etc.). Although participation on these committees is generally limited to those residing in host cities, other creative opportunities for contributions are certainly encouraged (one example would be in the area of fundraising).

Upcoming APPA Institutes:

19th Annual Training Institute • Phoenix, Arizona
September 11-14, 1994

1995 Winter Training Institute • Charleston, South Carolina
January 8-11, 1995

20th Annual Training Institute • Dallas, Texas
August 27-30, 1995

1996 Winter Training Institute • Portland, Oregon

21st Annual Training Institute • Boston, Massachusetts

While not every committee will have openings at a given time, this does not mean that members will not be able to contribute to a committee's work in other ways,

Research Clearinghouse

Members are faced with a need for the most comprehensive and up-to-date information about community corrections on a daily basis. Whether it pertains to information about innovative programs in other jurisdictions, research efforts on a given issue, or even employment exchange opportunities with other countries - APPA staff may be able to help. If staff do not have access to information in an area, they will be glad to refer you to the appropriate resource.

On the other hand, if you have information that you believe would be valuable to your colleagues, please let APPA staff know. They may be able to get the word out about a successful program that your agency has undertaken; advise you about public relations opportunities; share valuable research results with your colleagues; or work with you to get an article in *Perspectives*. APPA's centralized network provides members with an opportunity to share information, to enhance communication efforts, and to forge linkages. APPA believes that such opportunities are key to any strategies for success into the next century.

If you have expertise in a particular area and would like to share the benefits of that expertise with your colleagues, contact the APPA staff. Staff will be glad to network and make referrals in your area.

Such communication with the members is one of the best means for APPA leadership and staff to stay apprised of what is on the minds of the constituency. For example, when large numbers of members called to express their concern and ask for information about officer safety, APPA responded by developing a position statement on that issue.

The Community Justice Leadership Project (CJLP)

In 1992, APPA convened a committee of probation and parole leadership across the country. This committee's initial work was to develop vision statements relevant to key issues impacting probation and parole (e.g., intermediate sanctions, offender outcome measures, assessment and classification, to name a few). This committee then evolved into the Community Justice Leadership Project (which has been funded by NIC).

Community justice is a concept which encompasses an overriding philosophy that embodies the principles of fair, equitable, and appropriate community-based sanctions and responses to criminal conduct. The focus of CJLP is to define the vision for community justice, based on our shared values and beliefs, and to identify implementation strategies to reach our vision. The critical phrase here is "our shared values and beliefs." In order to articulate such a vision, APPA requires input from the entire field.

To that end, the CJLP will sponsor several regional vision development workshops across the country. Two of these workshops were recently conducted at APPA's 18th Annual Institute in Philadelphia, and were extremely productive. APPA members are urged to participate in other workshops as they become available, and to help advance and promote visionary development for community corrections.

APPA members who would like to become involved in this project, or who are interested in bringing this training to their state, may contact APPA Vice President Annette Henderson, (404) 651-5575.

Top Ten Ways to Get Involved in APPA

- #10 Recommend and justify a topic for which an APPA position should be developed, and agree to participate in drafting the position.
 - #9 Write an article for *Perspectives*.
 - #8 Attend an APPA-sponsored training opportunity.
 - #7 Attend an Annual or Winter Institute.
 - #6 Be active in a committee.
 - #5 Run for an elected office.
 - #4 Nominate someone to receive an APPA Award.
 - #3 Nominate workshops for an Annual or Winter Institute (six to nine months in advance).
 - #2 Share research and ideas with colleagues via the APPA staff.
- And the Number One Way to Get Involved in APPA is:*
#1 Join Today!!!!!!

Top Five Reasons to Join APPA

- #5 Free subscription to *Perspectives*, delivered right to your mailbox.
 - #4 Access to the latest state-of-the-art research impacting your profession.
 - #3 You'll receive information about training, technical assistance, and funding opportunities - fast and first.
 - #2 Networking opportunities with your colleagues.
- And the Number One Reason To Join APPA is:*
#1 Strength in numbers - with membership in APPA, you're not just one voice, you're thousands. And when thousands talk, people listen: appropriations committees, funding sources, not to mention representatives from federal, state, and local government.

Conclusion

APPA has the potential to lead the nation in the development of a fair and progressive continuum of community corrections services. In order to realize this potential, however, APPA's members must renew their commitment to be involved in their Association. And it is your Association. The realization of APPA's vision for the future cannot come from a select group of officers, or from the staff - it can only come from the guidance and dedication of all members. Equal representation of everyone's needs and visions is a principle that will ensure APPA's continued success into the next millennium.

APPA Position Statement: Weapons

The position statement listed below on weapons was approved by the Board of Directors at their meeting in Cincinnati on February 13, 1994. The APPA Constitution stipulates that positions and resolutions must next be submitted to the general membership for adoption at the membership meeting. Approval of the position statement listed below will be requested at the membership meeting in Phoenix on September 12, 1994. The purpose of presenting this position statement in Perspectives is to seek comments and feedback from the membership before seeking such approval. It is important that members wishing to comment on this position statement send any comments by July 1, 1994 to:

Nancy Lick, Chair
Resolutions and Positions Committee
American Probation and Parole Association
c/o Westchester County Probation Department
111 Grove Street, 5th Floor
White Plains, New York 10601
Fax # (914) 285-3507

Position:

The American Probation and Parole Association (APPA) neither supports nor opposes the carrying of weapons by probation and parole officers; however, should the decision be made by an agency to authorize officers to carry weapons, that decision must be made within the framework of actual need, officer safety demands, and must be consistent with the laws and policies which guide that agency.

Discussion:

Staff safety has been a growing concern of APPA over the years. Increased societal violence, coupled with a changing profile of offenders served by community corrections agencies, influenced significantly by drug involvement and the associated violence, have forced the profession to reconsider and change traditional practices. This reality is mirrored in the increased demand by the general public to hold probation and parole officers accountable for enhancing the level and effectiveness of supervision

being provided offenders in the community. This is consistent with the growing trend to get officers out of their offices and into the communities they serve.

It is within these realities of societal violence and demands for effective services that community corrections agencies must confront and address issues relating to office, field, and staff safety. As reflected in the APPA Position Statement on Staff Safety, "...community corrections personnel work in a volatile and potentially dangerous environment which requires that individuals and their agencies take every precaution to protect staff in the office and in the field." Necessary components of staff safety initiatives include the following: 1) a clear understanding of the agency's mission and the laws and policies which govern it; 2) mechanisms in place to assure staff safety which may include, but are certainly not limited to, the design and organization of the workplace and the establishment of policies and procedures regarding hiring practices, duty assignments, caseload manage-

ment practices, and interagency cooperation; 3) regular and meaningful training on staff safety issues; 4) a clearly defined response to hazardous incidents; and 5) equipment necessary to reduce the potential for risk and harm.

There exists a debate over the role the community corrections profession should play in the criminal justice system: should the emphasis be on rehabilitation or should there be a greater focus on law enforcement functions? This debate, to some extent, has clouded the issue of staff safety. Probation and parole officers are unique in that they are neither police officers nor social workers, yet they are regularly called upon to fill each of these roles. APPA recognizes that community corrections professionals have multi-faceted responsibilities and encourages a balanced approach in the delivery of probation and parole services, where officers strive to provide community protection and, concurrently, contribute to the socialization of offenders and promote their integration into their communities.

Within the focus on staff safety, community corrections agencies must develop a continuum of responses appropriate to the realities of service delivered, the specific tasks performed by all staff, and the existing statutory authority. This continuum should be supported by clear policies and procedures which address a broad spectrum of concerns: physical and verbal threats to staff; field work; bomb threats; fires; confrontations, both in the office and in the field, by offenders and non-clients; transportation duties; serving warrants; and arrests. This partial listing will vary from jurisdiction to jurisdiction as will the appropriateness of the responses to each identified concern. Possible responses include specific training (verbal judo, field safety techniques, department policies and procedures on fires, team supervision/field techniques, and weapons qualification), body armor, viable working relationships with area law enforcement agencies, unmarked vehicles, cellular telephones or two-way radios, incident review committees, post-trauma counseling services, chemical agents, weapons, and firearms).

related to carrying a weapon. Nothing should be left to the discretion of individual officers except perhaps whether or not they want to accept an assignment which requires the carrying of a weapon. Standards must be established and monitored closely for compliance. This implementation must include the following elements:

- Clear, concise policies and procedures which have been carefully reviewed by the agency's legal counsel and which contain the following: specifics on the types of weapons, ammunition and other equipment; general safety rules in the handling of firearms; off-duty carrying of firearms; training and qualifications; selection to carry; procedures for carrying a firearm; procedures for use; procedures following discharge of a firearm; procedures for disposition of firearms; consequences of misuse of firearms; and use of body armor. These policies and procedures should complement other agency policies on safety concerns and incidence review.
- Formal selection process which minimally includes a physical examination and a psychological assessment;

ment agencies. Resources must be available for weapons requalification.

- All equipment should be specified by the agency and be of standard issue. This equipment should include the firearm and/or chemical agent, ammunition, body armor, holster, ear protectors for range firing, gun safes at the work site, cellular telephones or two-way radios, and unmarked vehicles,

- Field and home visit strategies/techniques should allow, if not encourage, officers to work in pairs. In addition, officers engaged in this type of work must be able to communicate with the agency at all times, either through the use of reliable handheld cellular telephones or two-way radios provided by the agency. Also, specific procedures must be in place to monitor officers' whereabouts while in the field.

- An Incidence Response Team should exist in every agency for immediate response to all weapons-related situations.

- A Standing Incidence Review Committee should review all situations involving staff safety to determine what, if any, remedial and/or preventative measures should occur within the agency.

Finally, while APPA does not take a position on the enactment of laws requiring an agency to arm staff, it encourages the enactment of legislation which allows agencies to respond appropriately to staff safety issues based on job function and risk potential. APPA encourages probation, parole, and community corrections agencies to recognize the importance of staff safety and to appropriately address this very critical issue.

APPA recognizes that many strategies may be adopted short of arming officers to enhance staff safety. These strategies should be explored and, when appropriate, implemented prior to arming officers. However, when the decision is made to arm officers, care must be taken to ensure that all the issues identified here are addressed.

Within the focus on staff safety, community corrections agencies must develop a continuum of responses appropriate to the realities of service delivered, the specific tasks performed by all staff, and the existing statutory authority.

In the event an agency determines that officers should carry a weapon or that specific job functions require that an officer be armed, it is mandatory that exceptional care be given to the implementation of such a decision. This decision to arm staff must be decisively made by the agency's leadership based on a clearly delineated and comprehensive plan responding to issues of staff safety. Once this decision is made, the agency must dictate all choices as to equipment, training, and procedures

- Comprehensive training which includes sessions on liability, weapons familiarity and maintenance, weapons qualification, weapon retention, field safety techniques, verbal judo, and relevant agency policy and procedures. Additional training regarding weapons must be provided for specialized functions such as serving warrants, transporting offenders, arresting alleged probation and parole violators, and supervising offenders in areas traditionally underserved or not served by law enforce-

American Probation and Parole Association

Corporate Members

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APPA Corporate Membership Update

APPA is pleased to announce that four more companies have joined its ranks as corporate members: BI Incorporated; Biosite Diagnostics, Inc.; Digital Products Corporation; and Roche Diagnostic Systems.

Together with EDITEK, Inc., which joined last September, these five Charter Members constitute APPA's first Corporate Relations Committee. One goal of this committee is to develop linkages and partnerships between corrections professionals and the private sector. Corporate membership affords an unprecedented opportunity for information sharing and growth, not only for probation and parole agencies which have come to rely on products and services provided by the private sector, but also for the companies which depend upon the corrections arena to succeed in today's competitive marketplace.

In addition to participation on the Corporate Relations Committee, each corporate member may appoint a representative to serve as a non-voting member of APPA's Board of Directors - an outstanding forum for voicing opinions and concerns to leading corrections professionals. Corporate members are invited to participate in the corporate-sponsored workshop program at APPA's Annual Training Institute, and receive one complimentary booth space at the Annual Institute's Exhibit Showcase.

Corporate membership is available to all companies with an interest in the fields of probation, parole and/or community-based corrections, subject to the approval of the APPA Board of Directors. For more information, please contact:

Patricia Bancroft

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Corporate Profiles

Corporate members are highlighted in *Perspectives* as an expression of the American Probation and Parole Association's gratitude for support of the community corrections profession and the Association, which depends upon corporate assistance to increase its services and further advance its organizational goals.



BI Incorporated

Background

BI Incorporated was founded in 1978 and operated primarily as an engineering consulting firm involved in the research and development of radio frequency/identification products. In 1985, BI entered the corrections industry with the development of the BI Home Escort™ electronically monitored home detention system.

BI Monitoring Corporation

BI's subsidiary, BI Monitoring Corporation provides electronic monitoring services 24 hours a day, seven days a week, for nearly 6,700 offenders in over 470 jurisdictions worldwide.

Products

BI's premier product, the BI Home Escort System, consists of a real-time electronic radio frequency transmitter that is installed on an offender's ankle, and a receiver unit called a field monitoring device (FMD) installed in the offender's home. Monitoring agency personnel enter predetermined curfews that are part of the offenders' sanctions. If an offender fails to comply with these terms or tampers with the transmitter, the host computer signals a violation and the officer in charge is alerted.

- BI Home Escort™ System 600 is the next generation host computer monitoring system.

- BI 9000 Home Escort™ Series is BI's latest electronic home arrest field equipment consisting of the BI 9000 FMD, the BI 9010 Transmitter and the BI 9020 Drive-BI™ portable monitor.

- BI 9200 REACT™ is a remote alcohol testing system used to administer automatic, unsupervised breath tests to probationers and parolees. It measures compliance with an alcohol abstinence condition of probation or parole, can provide an early warning that an alcohol abuser has resumed his or her drinking and can serve as an aid to someone trying to recover from alcohol abuse.

- BI PROFILE™ is an exception-based, automated service that replaces agencies' labor-intensive manual systems of caseload management with an offender-paid program. Offenders assigned to BI PROFILE call a 900 number and answer a series of questions asked by a computer regarding change of address, telephone number or employment, compliance, restitution payments, etc.

- PROFILE Plus™ combines automated caseload management of BI PROFILE with the convenience of third party collection of supervision and other fixed fees.

- BI CONTINUUM™ Management System is a software package that manages offender records and fee collection information for corrections agencies. It consolidates detailed information



APPA President Al Schuman (l) and Vince Fallin (r), Chair of APPA's Corporate Relations Committee, welcome BI Incorporated representatives (l-r) Ben Coffey, Jack Fulda, Greg Best and David Smith.

on offenders such as background, arrest history, program assignments, drug or alcohol testing and fees owed.

- BI CONTINUUM Contact reduces the paperwork involved in managing subjects in community corrections programs. Officers in the field use a bar code scanner to record routine data on subject contacts. The information collected is transferred into an office computer and used to generate reports as desired.

Why BI Incorporated Joined APPA's Corporate Membership Program

Being involved with APPA as a corporate member, BI is able to keep its "finger on the pulse" of probation and parole agencies nationwide. BI is able to learn what makes agencies tick, and can stay up-to-date on officers' needs, industry developments and the day-to-day issues faced by corrections officials. In turn, BI can help address those needs from a vendor's perspective and even help solve some of the issues. In all, the Corporate Membership Program seems to be beneficial to everyone involved.

Corporate Contact

Dick Willmarth, Executive Vice President of Field Operations, will serve as the Corporate Contact for BI Incorporated and will represent the corporation on APPA's Corporate Relations Committee.



Biosite Diagnostics

Background

Biosite Diagnostics, Inc., founded in 1988, designs, manufactures and markets diagnostic tests that are rapid, visual, easy to perform and accurate, thus eliminating the need for costly instrumentation.

Primary Market

Over the past two years, more than 1,500 facilities including probation and parole, corrections, workplace and hospital settings have adapted the Biosite technology. In addition to a direct sales force, the company maintains an in-house technical and customer services group that is easily available through a toll-free number: 800-745-8026.

Products

Biosite offers two primary products that are complete panels for drugs of abuse in the urine. With a single addition of urine it is possible to detect multiple classes of drugs simultaneously. The panels feature room temperature storage with a 12-month shelf life.

- Triage@ Intervention Panel simultaneously detects the NIDA-5 drugs: phencyclidine (PCP), cocaine, amphetamines, opiates and marijuana (THC), with the addition of a single urine sample.
- Triage@ Panel for drugs of abuse in a more comprehensive test that simultaneously detects the NIDA-5 drugs as well as two

commonly abused prescription drugs, benzodiazepines and barbiturates.

Why Biosite Joined APPA's Corporate Membership Program

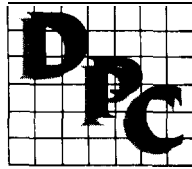
Drug abuse in the United States continues to be a significant social and economic problem. Opiates, THC, cocaine, amphetamines and PCP are recognized by NIDA as the most frequently abused illicit substances. Tranquilizers, barbiturates and opiates are among a group of prescription drugs that are also frequently abused.

This constantly changing environment affects both private industry and the American Probation and Parole Association. In order for Biosite to help meet some of the challenges these changes present to APPA, it is important to have a means to communicate between the organizations.

Corporate membership is mutually beneficial. Biosite can better understand the mission of the professionals working in criminal justice, and support their efforts by developing products that will assist them in meeting their goals.

Corporate Contact

Charles Patrick, Vice President, Sales and Marketing, will serve as the Corporate Contact for Biosite Diagnostics and will represent the corporation on APPA's Corporate Relations Committee.



Digital Products Corporation

Background

Digital Products Corporation (DPC) was founded in 1966 as a publicly owned high technology company with a strong commitment to research and development. Today, within specific target markets, DPC holds leadership positions - providing technology-based application solutions.

Primary Market

DPC's primary business is manufacturing and marketing products, services and information management software to support electronic supervision applications within community corrections.

Products

In addition to its HMU 4.5, Drive-By, and Cellulert electronic monitoring equipment, Digital has recently introduced AVAIL Case Management Software and ACCSYS. AVAIL, or Automated Value Added Information Link, is a multi-lingual software package which includes one standard and four optional modules:

- Standard - Electronic Supervision
- Optional - Automated Caseload Check-In SYStem
 - Remote Terminal Access
 - Custom Reporting
 - Statistical Reporting

ACCSYS is an automated caseload check-in system with advanced messaging capabilities.

Why Digital Products Corporation Joined APPA's Corporate Membership Program

Corporate membership in APPA supports Digital's emphasis on educating the marketplace under its new president, Richard Angulo. "We intend to educate the marketplace and change the focus from the equipment to the 'system.' Being a company with advanced software capabilities, that should enable us to maintain an edge over the competition." DPC's strategy involves reaching out to criminal justice leaders who shape policy through direct



APPA's Corporate Relations Committee Chair Vince Fallin (r) introduces AI Schuman (c), APPA President, to (l-r) Mike Dean, Leo Carson and Dale Conrad of Digital Products Corporation.

mail, telemarketing and trade show participation. APPA's corporate membership provides additional opportunities, such as the opportunity to communicate directly with criminal justice leaders at APPA's 19th Annual Training Institute in Phoenix, Arizona where Mr. Angulo will present his vision of the next generation in electronic monitoring. Entitled Electronic Supervision: *Yesterday, Today and Tomorrow*, Mr. Angulo will describe how officers and program managers will be empowered by advanced software-based management tools which will allow them to develop and assure compliance with program performance standards.

APPA's corporate membership offers a variety of innovative ways to communicate with criminal justice leaders.

Corporate Contact

Richard Angulo, President, will serve as the Corporate Contact for Digital Products Corporation and will represent the corporation on APPA's Corporate Relations Committee.



Roche Diagnostic Systems

Background

Roche Diagnostic Systems is a worldwide leader in providing products and services to the drug testing industry. Approximately 20 years ago, Roche developed the first drug of abuse test for morphine, which is still in use today. Roche Diagnostic Systems is part of Hoffmann La-Roche, Inc., one of the largest health care organizations in the world. The corporation manufactures and markets high quality drug testing products on an international basis. Roche can meet the needs of the on-site non-instrument testing market with OnTrak Rapid Assays and can also meet the needs of those facilities which require instrumentation with OnLine Automated Assays for drug abuse. OnTrak Rapid Assays were introduced to the criminal justice market in 1989 and today provide approximately 85 percent of the state non-instrument contracts with a high quality, accurate product. OnLine Automated Assays were introduced to criminal justice in 1992 and are gradually making an impact in the market.

Primary Market

The primary market for OnTrak Rapid Assays is the criminal justice system, which includes parole, probation, institutions and law enforcement agencies. The criminal justice market is supported by a specialized field sales organization comprised of 11 individuals, a majority of whom have a criminal justice background. Technical support is provided 24 hours a day, seven days a week by individuals with expertise in all applications of drug testing. The primary market for OnLine Automated Assays is the institutional segment of the criminal justice market. This area is supported by a field service group that provides immediate response to instrument-related problems; it is also supported by a group of instrument specialists, technical systems specialists and an in-house technical services department dedicated to customer satisfaction.

Products

Roche Diagnostic Systems offers the following products:

- OnTrak Rapid Assays for Drug Abuse - a comprehensive menu of accurate and reliable on-site drug screening kits. Tests are available for: cocaine, THC (100 ng and 50 ng), amphetamines, barbiturates, benzodiazepines, opiates, methadone, and PCP. The kits are packaged in either 50 or 100 test format. OnTrak tests are intended for in vitro diagnostic use and fully comply with FDA 510(k) requirements for commercial distribution. Additionally, OnTrak tests, where applicable, are optimized at the current established and legally defensible NIDA cutoffs for screening tests. OnTrak tests fully comply with APPA drug testing guidelines.
- On-Site Alcohol - a rapid screen test for the detection of alcohol in urine, saliva or liquid contraband. On-Site Alcohol is ideal for zero tolerance programs, with a sensitivity of 0.01%. This test is stored at room temperature and, like OnTrak, can be used in the field, office or in the presence of the offender.
- OnLine Automated Assays for Drug Abuse - high quality reagent system, packaged in liquid ready-to-use format for COBAS



Joe Plaia (c), Roche Diagnostic Systems, is greeted by APPA President Al Shuman, and Vince Fallin, Corporate Relations Committee Chair (r). Also representing Roche are Ron Miller (l) and Bill Hoskins.

MIRA analyzers. OnLine reagents allow typically for high volume testing with hard copy printouts of test results with the use of a random access COBAS MIRA. Test results can be determined either qualitatively or semi-quantitatively.

- Test-Trakr - a drug testing management information and analysis system. Test-Trakr is provided with either OnTrak or OnLine to automate certain aspects of a drug testing program; e.g., test scheduling, drug use trending, financial information, court reports and test history, to name a few.

- RBL/CompuChem - a sister division to RDS, this is the largest dedicated NIDA-certified drug testing laboratory network in the world. Through RBL/CompuChem, Roche can offer rapid and economical GC/MS confirmation of positive screen results.

Why Roche joined APPA's Corporate Membership Program

Roche has always been a supporter and major sponsor of APPA and is very proud to annually sponsor the APPA Scotia Knouff Line Officer of the Year Award. Roche believes the corporate membership program will enhance private sector relationships, and will also provide the ideal venue for APPA to take advantage of its educational awareness programs in drug testing. This will also allow the continued advocacy of APPA's *Drug Testing Guidelines for Adult Probation and Parole Agencies* and an increased awareness of their application in today's society. Roche supports APPA's *Guidelines* as the only means to standardize drug testing programs across the country. Roche is committed to ensuring that these guidelines are used as a vehicle to optimize drug testing programs and to assist the efforts of probation and parole.

Corporate Contact

Robert L. Aromando, Jr., Marketing Manager, will be the Corporate Contact for Roche Diagnostic Systems and will represent the corporation on APPA's Corporate Relations Committee. The alternate will be Joseph Plaia, Sales Manager.