



American Probation and Parole Association

Spring 1996

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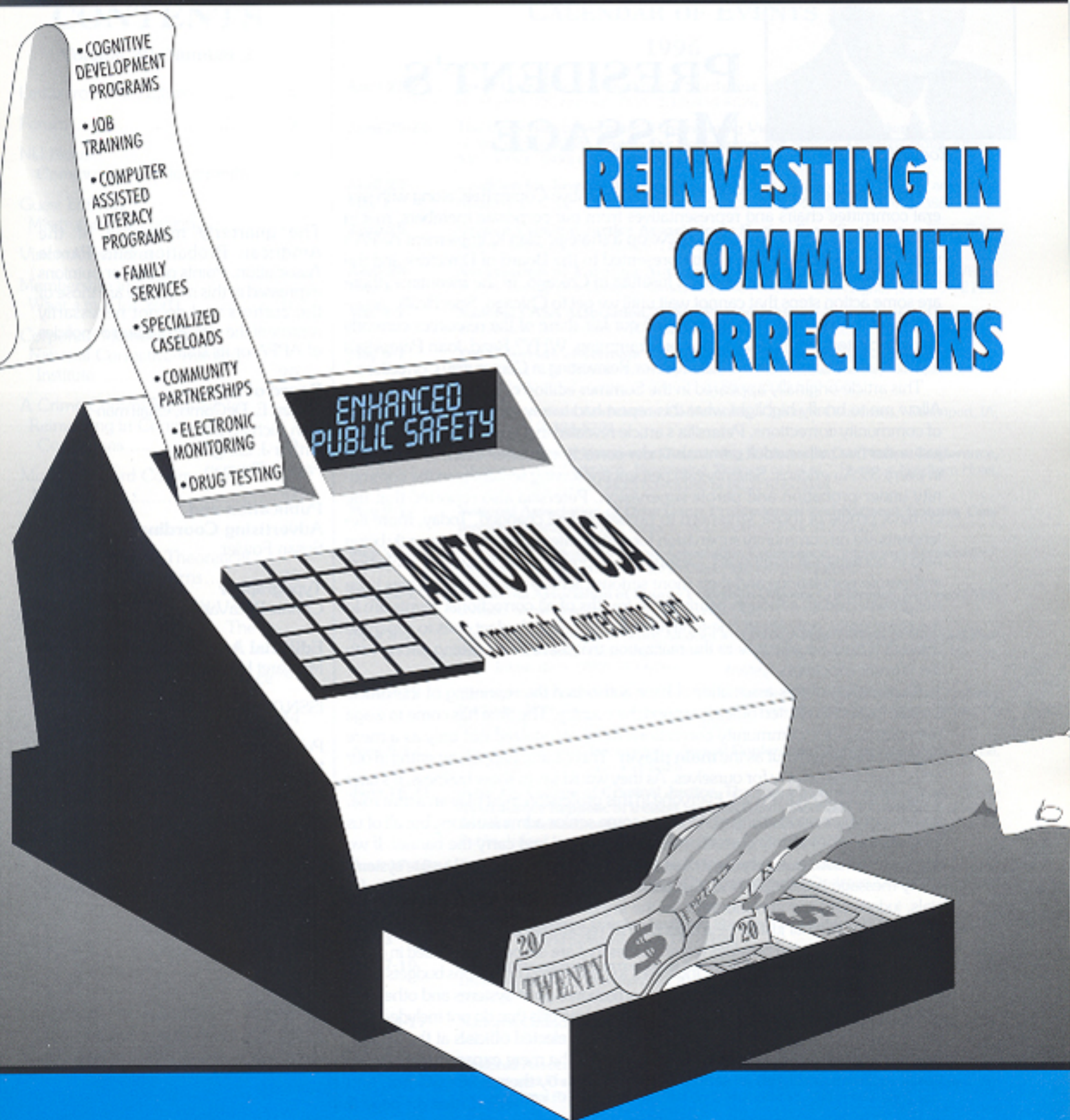
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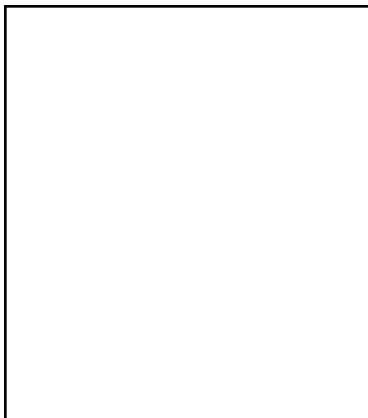
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ENHANCED
PUBLIC SAFETY

ANYTOWN, USA
Community Corrections Dept.

REINVESTING IN COMMUNITY CORRECTIONS





Rocco A. Pozzi

President's Message

On November 11-12, 1995, the APPA Executive Committee, along with several committee chairs and representatives from our corporate members, met in Orlando, Florida. Our goal was to develop a strategic plan to implement APPA's vision. Hopefully, this plan will be presented to the Board of Directors and the general membership at our Annual Institute in Chicago. In the meantime, there are some action steps that cannot wait until we get to Chicago. Specifically, advocating for our profession in order to get our fair share of the resources currently being allocated for criminal justice programming. WHY? Read Joan Petersilia's report titled "A Crime Control Rationale for Reinvesting in Community Corrections."

This article originally appeared in the Summer edition of *Spectrum Magazine*. Allow me to briefly highlight what this report had to say about the current status of community corrections. Petersilia's article revealed that during 1993 there were just under five million adult criminals under correctional supervision, or about one in every 39 Americans. Seventy-two percent are serving sentences in the community under probation and parole supervision. Petersilia also reported that the criminal profile of those sentenced to probation had changed. Today, more defendants are on community supervision for violent offenses than are currently being held in correctional institutions. Despite the unprecedented growth of probation and parole populations and their more serious clientele, probation budgets have not grown. Today, although nearly three-fourths of all correctional clients are in the community, only about one-tenth of the correctional budget goes to supervise them. It is time we all come to the realization that there is something wrong with the current allocation system.

As president of this association, I have authorized the reprinting of this article for distribution to elected officials around the country. The time has come to wage the campaign for community corrections to be recognized not only as a mere player in this system but as **the main player**. This cannot happen by sitting in our offices and feeling sorry for ourselves. As they would say in show business, it's time to take this show on the road. Everyone in this profession must play an active role. It's just not the responsibility of APPA or some senior administrators, but all of us who work in community corrections to step forward and carry the banner. If we don't, we will continue to be treated as the step-child of the criminal justice system.

My message is a simple one: Get active in your area in educating elected officials, judges and our communities on the importance of developing a balanced approach in criminal justice—a balance that recognizes the importance of community corrections and provides the resources that are desperately needed in order to provide quality programming. Increases to police and corrections budgets must be balanced by increases to community corrections, court systems and other elements of the criminal justice system. Omnibus crime bills that do not include a balanced approach are shortsighted. Budgeteers and elected officials at the federal, state and local levels have failed to recognize that the mere expansion of correctional facilities and truth in sentencing legislation by themselves will not, and

continued on page 5

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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The Council of
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President's Message

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have not made Americans feel any safer than they were ten years ago.

This message must be delivered or we will continue to operate at the levels to which we have become accustomed. Through your efforts and the continuing efforts of the American Probation and Parole Association we can make a dif-

ference. We at the American Probation and Parole Association are available to assist anyone interested in joining this campaign to enhance the public's awareness of the true value of a healthy community corrections system. Let us hear your voices. □

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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 an editorial committee 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 ASCII format on an IBM-compatible computer disk, along with five hard copies, to the chairman of the editorial committee (refer to the "Letter from the Editors" for address) in accordance with the following deadlines:

Fall 1996 Issue	June 21, 1996
Winter 1997 Issue	September 20, 1996
Spring 1997 Issue	December 12, 1996
Summer 1997	March 20, 1997

Unless previously discussed with the editors, submissions should not exceed 10 typed pages, 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 must 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 parentheses, 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, Ph.D., Chairman, Editorial Committee

Welcome to the Spring 1996 issue of *Perspectives*. In addition to our feature articles, this issue contains important APPA materials including Institute and membership information as well as association announcements. First, this issue contains registration materials for the upcoming Annual Institute in Chicago.

Second, in this issue APPA announces the publication of "Restoring Hope Through Community Partnerships: The Real Deal in Crime Control." This handbook for community corrections describes principles and successful strategies for involving citizens with probation and parole agencies in identifying problems and solutions to local crime. The handbook contains articles describing successful local crime control programs including the development process, policies and procedures, practitioner experiences and outcome information. This manual should be considered required reading for all community corrections professionals.

Next, we have included a membership piece which lists 26 reasons for APPA membership. We hope that you will use this article as a tool for recruiting new APPA members from your agency.

In addition, we have included a Corporate Member's profile. This profile describes the National Corrections Training Institute (NCTI). We have introduced these profiles to highlight the important contributions our corporate members make to our association and to the field of community corrections.

Further, APPA's Vision Adventure submission, entitled "Lessons From Oz," recounts the process and results of the work of our Executive Committee to develop a new Mission Statement for our organization consistent with the Vision Statement developed last year.

Finally, FORUM includes the acceptance speech given by Probation Officer James P. Candon, who is the recipient of APPA's 1995 Line officer of the Year

Award. His speech was so well received by those attending the award's ceremony in Dallas that we decided to publish it for our readership.

Turning to our regular features, the NIC Update by Correctional Program Manager Eduardo Barajas describes the GAINS Center, funded jointly by NIC and several federal agency partners. The GAINS Center offers information and technical assistance to agencies seeking improved methods for handling offenders with co-occurring disorders.

Our NIJ News has been contributed once again by Edwin Zedlewski. This is a very thought-provoking piece which offers some interesting speculations on the major trends that may affect community corrections operations in the next decade.

Our Guest Editorial has been contributed by Professor Todd Clear from the School of Criminology at Rutgers University. His editorial describes the impetus for the "truth in sentencing" movement and offers an alternative view which points to some of the misleading aspects of this important direction in public policy.

Turning to our special features, our first has been contributed by Dr. Joan Petersilia and is entitled "A Crime Control Rationale for Reinvesting in Community Corrections." Her article has been reprinted from *Spectrum* magazine (a publication of The Council of State

Governments) and offers an excellent critique of current crime control policies which rely on the increased use of incarceration. Her article examines and substantiates very effectively the argument for focusing on crime prevention and community corrections rather than law enforcement and prison programs.

Our third special feature has been contributed by Dr. Mario Paparozzi, New Jersey Department of Corrections, and Dennis Martin of the New Jersey Administrative Office of the Courts. Their article discusses various elements attendant to the issue of staff safety which has been identified as the paramount issue in community corrections from APPA national surveys.

Our last special feature has been contributed by Eduardo Barajas, Jr., Correctional Program Manager at NIC (also the author of our NIC Update in this issue). His article is entitled "Moving Toward Community Justice," and introduces a new model for criminal justice systems in which the traditional focus on the offender is replaced with that of protecting and serving the community. Mr. Barajas discusses the implications the Community Justice Model would have for community corrections policies and practices.

In closing, we encourage you to contact the members of the Editorial Committee with your comments, suggestions and contributions. □

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Forum

Line Officer of the Year Delivers Inspiring Acceptance Speech

Editors' note: The following is the acceptance speech delivered by James Candon, APPA Line Officer of the Year, at the 20th Annual Training Institute in Dallas, Texas, August 29, 1995.

Distinguished Guests and Colleagues:

I wish to thank the APPA committee and my colleagues in Westchester County for having chosen me for this award.

It is with deep humility that I accept this prestigious award. If somehow I embody the qualities of the hard-working, dedicated probation officer, it is only because I have had the opportunity and examples of others. I am perhaps a symbol of what we like to believe are our standards, ideas, ideals and accomplishments.

In slowly crystallizing my thoughts over the past several weeks, I gleaned that my opportunities were seeded by the fact that I have had the good fortune of working in a family atmosphere in local community offices. In those familial clusters of dedicated colleagues and support staff, I had what we like to call today "role models," where the culture and norms reflected a deep abiding respect for each other and the probationer and, where through solid net-working, we embraced and were embraced by the community, thus minimizing recidivism.

My fellow officers (any of whom deserve to stand here) guided me in what was important in dealing with the frailties of human nature; they showed me how legal sanctions could be tempered with compassion and kindness, in the realization that at any time, anyone of

us could become a subject of judicial intervention.

There is no doubt that the same qualities displayed by my fellow Westchester County officers are, by logical extension, present in all of you similarly dedicated to the work of corrections and habilitation.

Of course, there cannot be only one worthy of this award. So, today, by this award, I feel that APPA chooses one of us as a symbol simply to enable us to celebrate the recognition we all might deserve.

Regarding ourselves and our probationers, may I simply offer this truism: "Every saint has a past and every sinner a future."

Thank you very sincerely,
James P. Candon
Westchester Co. Probation Officer

Veteran Offers Different Type of Opinion on the Crime Problem

1. A person is a triple being—body, mind and soul. These cannot be functionally separated.

2. Crime is primarily a problem of the soul: "For as he (man) thinks in his heart, so is he." *Proverbs 23.7*.

3. Corrections and the military are similar in their control of the person, the former involuntary and the latter voluntary except for periods of the draft. In fact, Georgia has boot camps for some of its probationers and inmates. Both

are, in a way, paying their debt to society; the former because they abused freedom, and the latter to protect freedom.

4. The United States successfully prosecuted World War II. It provided good food, taught the illiterate infantrymen to read and write, and furnished chaplains for those in its "custody"—the military.

5. In order to promote any rehabilitation, whether it be for probationers in

centers or inmates in prisons, the government should seek to spiritually nourish by whatever flavor (Christianity, Judaism, Moslem, etc.) those in its control. Indeed, I think it has that responsibility and, if not doing it, all other rehabilitative efforts are similar to putting salve on a cancer and are not getting to the root of the problem.

Henry Williams
Georgia Dept. of Corrections
World War II Vet

Substance Abuse Treatment is Paying Off in Texas

Service delivery to the substance abusing population is exactly what we are doing in Tyler, Texas. Servicing three district courts and two county courts who deal with the criminal element in Smith County; a county of roughly 150,000 people; a city whose population is estimated at 80,000; a department serving the needs of nearly 4,000 people placed under community supervision (formerly known as probation), we would be considered a medium-sized department in an urban setting.

As a member of line personnel for over nine years, two of which were spent working with a misdemeanor caseload, followed by five years in intensive supervision, ISP/felony, finally the dream I was pursuing as a misdemeanor officer came true. In April 1994, I achieved a license in chemical dependency. In September 1994, I moved into a position of staff counselor. My belief in performing the duties as a line officer was to increase my knowledge for chemical dependency, and ultimately to propose a program to do for

clients what outside or contract services as treatment providers were performing — at great expense.

Many in the criminal justice system are never attended to at a time that could be the difference, the time of recidivism. My proposal introduced to our director, administrators and judges what could be done in a timely, cost-effective way — service delivery to the substance abusing population, "in house," at the department.

This program is classified as brief therapy for chemical dependency. Sessions are designed to assess needs or problems. Using cognitive and behavioral therapy principles allows this type of intervention to be the focus for coming to the counselor. In this time-efficient process we move towards identifying desired outcomes that are adequate, worthwhile, realistic, measurable and behavioral. Coming to understand what drives the problem or the disorder — usually chemical dependence, mental and personality disorders or situational life problems — becomes the focus of treatment.

The goals of the program are to devise and select alternative behaviors that will bring into remission the target disorder. By assessing the needs of the patient, in helping them understand what must change, in setting goals, and by generating alternative methods of coping, they become better suited to deciding on preferred activities.

Ideally the patient and counselor have agreed upon the problem. They then move toward defining the solution by understanding the problem. Taking action to bring about the solution is the difference we hope they come to know. All clients are encouraged to attend appropriate self-help groups that can set the stage for ongoing support. Individual sessions eventually become

Smith County, Texas – Substance Abuse Treatment**Annual Report – September 1, 1994 through August 31, 1995**

Total referred	317
Determined to be inappropriate	56
Referred to AA/NA, Moran, Fister, VA Hospital or Crisis Center .	37
Participated in 1-4 sessions who remain on probation or were successfully discharged	25
Successfully completed counseling as required by Court	61
Currently involved in individual or group counseling	94
Completed individual sessions, relapsed and were revoked	9
Considered appropriate, but "no showed"	35
Total	317

Percentages

Inappropriate	18%
Referred elsewhere	11%
Successfully completed	27%
Currently in treatment	30%
Revoked	3%
No shows	11%

group sessions where, as a group member, they learn problem-solving skills and how to be of mutual aid to each other.

In support of what the brief therapy program accomplished in the first year, I submit the annual report. The term inappropriate referral is not meant to imply the officer who made the referral did so incorrectly. Nor does it imply the person was unsuitable as a client, but that there was no need identified specific to chemical dependency.

Many persons were referred to fulfill a condition for an evaluation to take place. Many times an officer's judgment for the SALCE results indicated a need that beyond the evaluation did not prove sufficient in meeting a problem I could approach.

There were some whose situation was not deemed serious enough to warrant treatment. This was based in feeling that they could manage their feelings, that they understood what it is

to overcome self-defeating behaviors. Much of this could be attributed to factors like limited involvement in the criminal justice system, having completed the alcohol education course, Dr. Munn's workshop, or recently coming from an inpatient or outpatient program.

In conclusion, I concur that there are those of us in the criminal justice field who have strengths toward handling the substance abuse issue responsibly and effectively. I stand in support of the ethical standards for alcoholism and drug abuse counselors; we dedicate ourselves to promote the best interests of society, the client, the profession and our fellow colleagues. As an active member of APPA, I find the publication of *Perspectives* to be very helpful with interesting viewpoints and a way to stay in touch.

Dana H. Anderson, L.C.D.C.
Smith County, Texas

Got an Opinion or Idea?

Write to FORUM!

Beyond "Letters to the Editor,"

which are always welcome

in *Perspectives*,

APPA provides a forum

for community corrections

professionals to talk

about what's on their minds

in a substantive format.

APPA welcomes your

submissions and hopes you

will use this opportunity to

"speak out!"

Mail features to:

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NIJ News

Communitarian Megatrends

by Edwin Zedlewski, Director of Adjudication and Corrections, National Institute of Justice

Some new "catchwords" have emerged in conversations and writings about government during the past five or ten years: reinvention, community policing, enterprise zones, community justice, devolution and, most recently, community prosecution. Significant numbers of community-based organizations now interact with city and county agencies in health, education and safety to provide services like drug and crime prevention. Major foundations like Ford and Annie E. Casey have sponsored multi-site programs promoting community self-reliance. Both Democratic and Republican administrations have supported large scale comprehensive community programs such as Enterprise Zones and Economic Communities.

These events collectively signal a new way of thinking about public business. Diverse political persuasions now believe that government could be more responsive to its electorate if it devolves its power to lower levels. Thus, federal government might divest itself of significant regulating roles in setting national speed limits, creating health care programs and establishing eligibility for welfare programs. Similarly, state governments might relinquish some authority for educational practices. City and county governments are focusing on recognizing neighborhood priorities in schools and police services.

Time will demonstrate whether these political intuitions are correct. I think "community" corrections will soon be caught up in these megatrends before the verdict arrives. This article speculates on how the field might respond to communitarian goals.

Is it possible for corrections to devolve its services to neighborhood levels? Devolution is feasible if activities

have few scale economies to be sacrificed. We won't see devolution to local electric power companies, for example, or to neighborhood radio stations. Human service organizations in urban areas don't appear to have many scale economies, however. Because their costs are people-driven, they can deliver services at neighborhood levels for approximately the same unit costs that they incur at citywide levels. Being among the most people-oriented agencies, probation and parole will find it easy to orient caseloads along community boundaries.

Should community corrections try to devolve to neighborhood orientations? Given the trends in policing and now community prosecution, I believe that administrators will soon feel pressure to align services with neighborhoods. They will have better experiences if they can pursue their own notions about what neighborhood orientation means than if external political forces suck them into courses of action. More important, I believe it is an opportunity for corrections executives to experiment with new service ideas that could improve the standing of their agencies in the public forum.

Will services be more responsive when devolved? Many questions about practicality need to be answered, and it's too early to make strong judgments. A central concern is who defines performance. Since neighborhoods have diverse political and cultural values that aren't necessarily represented by their leaders, it's often difficult to identify and agree upon local needs. Community policing has confronted the performance question in many forms across the country. Even though they haven't yet come up with conclusive answers,

they have met with some success in joint priority setting. Another question is how much tailoring of services is feasible. Explaining what their primary missions are and getting the community to agree on these missions is important to agencies. Police have been successful at explaining their mission to civic groups, and established community policing programs have moved onward to priority setting and performance feedback questions.

Community priority setting may prove more troubling to probation and parole organizations. Part of the program is that the public enjoys a greater familiarity with what police do through numerous television shows, personal contacts and children's programs like Police Athletic Leagues and DARE. Community corrections leaders have a greater awareness gulf to cross. Cops catch bad guys. While more than a thorough description of policing, it is unambiguous. Probation and parole have somewhat conflicting missions of surveillance and rehabilitation. Administrators will likely encounter conflicting community values and preferences about its priorities.

If administrators wanted to pioneer in communitarian corrections, how could they begin? I think the most significant step is to shift from a client-based management philosophy (i.e., a focus on individual outcomes) to a geographic perspective (i.e., a focus on community interests). Clients live in neighborhoods. They present a threat to neighborhood safety. They can also become assets to these neighborhoods. In adopting a neighborhood perspective, corrections managers might start asking questions like "How many clients are concentrated in the neighborhood?," "What

particular problems, crime and otherwise, do they present?," and "How can they add to the neighborhood?" Client problems must still be treated, but different solutions may suggest themselves within a communitarian context.

One surveillance-oriented possibility is to team up with community police. Good community policing departments have a sense of neighborhood problems including the positive and negative forces at work at a given time. Police officers can enhance client monitoring if community corrections officers identify new arrivals into the neighborhood. Police have decent grapevines. They can provide information to community corrections on who's traveling with whom, who's working and who's just hanging out, and so on. Police can also provide tips on landlords likely to offer housing as well as areas to avoid. They can also help community corrections officers develop their own sense of the community and possibly new service opportunities.

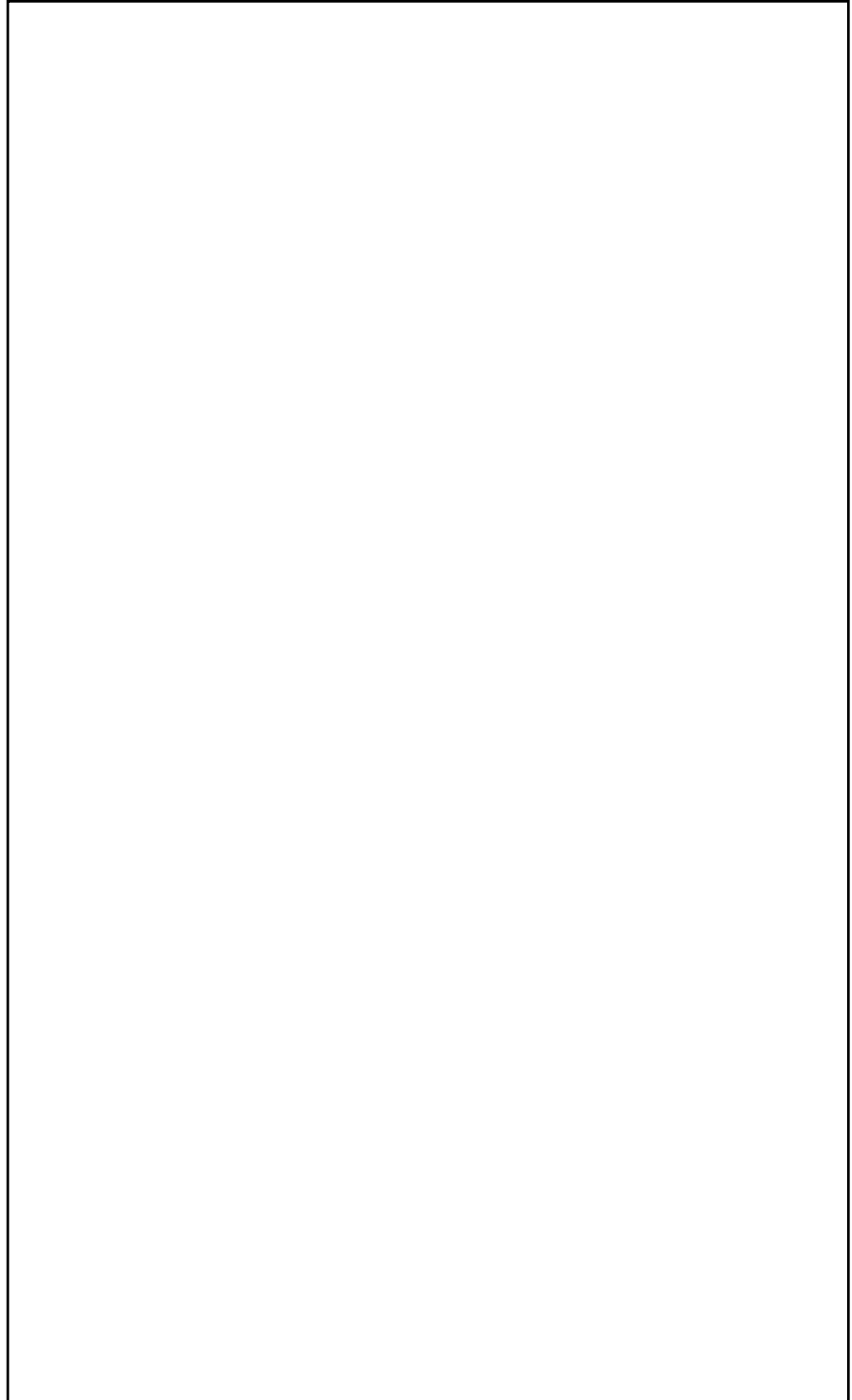
One can also combine neighborhood corrections with restorative justice concepts. If one construes restorative justice to mean that convicted offenders should both *pay back to* a community and be *brought back into* a community, interesting possibilities begin to suggest themselves. One is simply implanting the notion that clients think of themselves as community members and that their very existence implies obligations to neighbors. That notion can be combined easily with community service projects that are specific to a client's neighborhood. It can also be combined with community relations efforts to demonstrate that probationers can be assets and that they can contribute safely to broader communal objectives. Needless to say, such efforts should avoid shame-oriented tactics like pink jumpsuits.

Even the most cautious administrator ought to get in touch with communitarian trends. Start talking to local police officials and district attorneys. Sound them out about their community-based efforts. Attend a few local meetings to

get a sense of how well civic groups are able to grapple with crime issues. Consult with some judges about increasing community service sentences for certain groups of offenders. Consider realign-

ing caseloads along neighborhood lines.

Let's define our own communitarian stream and not be swept along the currents of others' trends. □



Guest Editorial

Mis-truths in sentencing

by Todd R. Clear, Ph.D., School of Criminal Justice, Rutgers University

We are now engaged in a nationwide movement to bring "truth" to the sentencing decision. The general formula of this movement is this: If offenders are made to serve 85 percent of the sentence imposed upon them by the judge at the time of sentencing, then these sentences will be "true."

How could anyone be against Truth-in-Sentencing? If a person opposes Truth-in-Sentencing, does that mean favoring "lies" in sentencing? Well, not everything about Truth-in-Sentencing is obvious, nor is it completely clear what is "true" about Truth-in-Sentencing.

The impetus for Truth-in-Sentencing springs from several sources, but a primary driving force is the federal government. In the mid 1980s, sentencing guidelines made sentences more "definite." Under their new rules, judges were given only limited discretion in the selection of a sentence; the actual sentence was to be derived from a formula based upon the current offense and previous crimes. Every offender would then be required to serve at least 85 percent of the penalty imposed from that formula.

Last year, the federal crime bill made grant funds available to states to pay for new prison construction, but mandated that in order to be eligible, states had to comply with a requirement that certain offenders serve 85 percent of their sentences.

The federal mandate of Truth-in-Sentencing is at least ironic. It occurs at a time the new Congress was bragging about eliminating unfunded mandates, although most experts believe this new mandate will prove extremely costly to states that comply. Even a friendly read-

ing of the bill would have to conclude that the total costs of construction are but partially defrayed by the available grant funds. And this only considers the one-time cost of prison building. The long term expense of staffing and running those newly mandated prisons will have to be borne by the states in perpetuity. What will the Truth-in-Sentencing movement mean for the states?

A little history gives some perspective on this question. The sentencing reforms now being advocated mirror the kinds of laws popular in the mid 1970s, when numerous states abolished parole, eliminated eligibility for probation for selected offenses, and lengthened maximum terms for serious crimes. These changes were part of an overall "get-tough" philosophy that began in the early 1970s and has dominated the crime control debate ever since.

One result has been a two-decades long period of growth in the penal system—every year since 1973, the net number of prisoners has grown by 4-12 percent per year. In 1973, there were 200,000 prisoners; today, there are over a million. Counting probationers, parolees, and other under sentence, nearly 3 percent of all adults are today under some form of correctional control.

This consistent pattern of growth has had little to do with crime—overall correctional populations grew during times when crime was increasing, but they also grew during periods when crime rates were falling. The second half of this spurt in prison populations has been primarily the result of new, more extreme penalties for drug offenders: they used to be about 1/20th of the prisoners, in many states they now ac-

count for up to 1/3 the population. Rates of drug use, of course, have not changed very much.

States have scrambled to keep up with this growth, building new prisons at a rate unprecedented in modern history. In times when many state leaders are calling for tax cuts, the money to pay for prisons inevitably is drawn from other budget categories such as education and transportation. In California, for example, the rate of growth in the corrections budget has been nearly identical to the rate of decline in funding for higher education over the last 15 years.

What makes Truth-in-Sentencing attractive to the public is that so many offenders seem to leave prison long before their sentences have expired. Some of them commit crimes, and when they do, a dismayed public wonders why they were allowed to leave prison early. Making all offenders serve "most" of their sentences seems like a sensible solution. Thus, the 85 percent time-served requirement draws much support.

Yet it is misleading to think that our sentencing has become more lenient. The story varies somewhat from one state to another, of course, but broad national patterns in sentencing over recent decades would surprise most members of the public. For 30 years, for example, the actual time served in prison by first-time prisoners has been relatively stable: a little under two years. Recidivist prisoners—especially violent recidivists—now receive the probability that a felon will receive a sentence to prison or jail instead of probation has increased by 50 percent since 1973.

For more than twenty years, the overall national trend has been toward ever greater severity in sentences.

This trend has been masked by a spate of changes in sentencing laws, that, by and large, increased the maximum amount of time persons could serve for most crimes. To manage the burgeoning populations of prisoners that resulted—and to correct inappropriate long sentences in some cases—releasing authorities exercised their discretion earlier in the sentence. The incongruity is that even though a smaller percentage of the sentence was being served, offenders were still being punished about as severely, in some cases more severely, as before.

This points to the crucial distinction between *the amount* of time served and *the percentage* of the sentence served. In terms of math, the 85 percent time served requirement is nothing but a fraction, after all; compliance with it can be achieved by changing the numerator (the amount of time served) or the denominator (the length of the sentence). North Carolina applied this lesson in enacting its Truth-in-Sentencing statute last year. Rather than merely establishing a minimum time to be served, the reformers rewrote their entire sentencing code, abolishing parole while also shortening sentences for nearly all felons. The net result in North Carolina is that minor property offenders will serve somewhat shorter sentences under the new code, while violent offenders will serve considerable more time. The cell space saved on property offenders will partly offset the increases in prison population due to longer time served by violent offenders.

Some states may attempt to achieve Truth-in-Sentencing by simple edict: all offenders will be required to serve 85 percent of their sentences under existing sentencing policies. The results of such an approach are likely to be ominous. Over the last 20 years, most states have consistently increased the maximum terms applied to felony of-

fenses. To make offenders serve 85 percent of these extended terms without also changing the maximum terms will surely cause already expanding prison populations to explode in size—with obvious cost implications.

What, if anything, does Truth-in-Sentencing have to do with crime? Most experts now agree that the size of the nation's prison population and the fraction of the sentence offenders serve will have at best only marginal impact on crime, and maybe less than that. Where Truth-in-Sentencing may make a contribution is by improving the credibility of the penal system with the general public. To achieve this credibility without ravaging the state's revenue base should

be the aim of every policy-maker interested in the Truth-in-Sentencing idea.

About the author

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Editor's Note

Another version of this article appeared in the Sept. 1995 issue of *State Government News*, published by The Council of State Governments. □

VISION ^{ad}VENTURES



APPA'S Vision and Logo are Merged

APPA's logo and vision slogan, "Community Justice and Safety for All" have merged to form an updated logo for APPA. "Community Justice and Safety for All" is the core goal of APPA's vision. The slogan, simple yet spirited, conveys an optimistic hope that all people can embrace. It was essential that the slogan be incorporated into APPA's logo, thereby conveying our core message as frequently as possible. The decision on which logo APPA should adopt was not easy. In fact, several original logos along with variations of APPA's current logo were considered. The best designs were judged by APPA's Board of Directors. The general consensus was that our existing logo already had substantial recognition in the field; a more drastic change than the one adopted was perceived as counterproductive to our efforts.

A special thank you is extended to those members who responded to last year's Vision Contest. The artistic talent in APPA is pleasantly surprising!

APPA's updated logo will be appearing everywhere — maybe even on the cover of this issue of *Perspectives*. (Bet I made you look.)

Lessons from Oz — The Building of a Yellow Brick Road for APPA

In the 1995 spring issue of *Perspectives*, an article appeared about APPA's vision and the process that occurred in its development ("Welcome to the Land of Oz . . . Where Dreams Can Come True"). The article's metaphorical renderings on this process, utilizing the imagery and lessons of the movie "The Wizard of Oz," helped capture the sometimes surrealistic venture that APPA had embarked upon. In the end, APPA has returned from its own journey to the land of Oz with a hopeful vision for the future.

In "The Wizard of Oz," when Dorothy returned to her Kansas farm, the only thing that had changed (with the exception of some minor tornado damage) was her view of the world around her. Dorothy's story does not go on to tell that on the day after she awakens from her dream (with a new found hope and appreciation), she finds that the realities of family life remain virtually unchanged. The ever present chores and challenges and the characteristic attitudes of the workers and neighbors are still there to be encountered. This is also the case for APPA. Our view of our profession may have been transformed

by the visioning process and the subsequent vision that was created. Yet, just as Dorothy had to again confront the realities of farm life, so too does APPA again have to face the difficulties presented to community corrections while maintaining and striving for our hopeful vision.

It is imperative that if we are to avoid the possibility of being drawn into merely reacting to day-to-day realities rather than moving forward in our quest of realizing our vision, a plan of action is required — a tangible plan supported by and true to the optimistic aspirations and benevolent ideals that are outlined in our vision. Thus, the APPA Executive Committee decided to move forward in the development of an organizational mission statement and strategic plan.

In November 1995, a meeting of the Executive Committee, several committee chairs, representatives from the corporate membership and some APPA staff convened in Orlando, FL. (The irony of meeting in Orlando, home of many fantasies with fairy tale endings was unintentionally symbolic). Prior to their arrival in Orlando, each of the participants received a comprehensive

APPA's VISION

*We see a fair, just and safe society where
community partnerships are restoring
hope by embracing a balance
of prevention, intervention
and advocacy.*

outline which was a synthesis of implementation strategies recommended by over 2,000 participants during the visioning process. This document contained short- and long-term goals, objectives, tasks, responsible entities and needed resources. Each of the goals in this document supported one or more of the elements set forth in the vision. Thus, the document allowed the participants to utilize the compilation of previous efforts to springboard into the strategic planning process.

Under the guidance of Meg McLaughlin, Andersen Consulting and Diana Colloton, APPA Secretary, the group began two days of arduous and intense meetings to draft a mission statement and additional elements of an APPA strategic plan. This dynamic process was intended to be a continuation of the initial steps in the development of the APPA mission statement and strategic plan.

Through an exercise of defining the three key components of the APPA vision statement—*prevention, intervention and advocacy*—the group created a draft APPA mission statement.

APPA's Mission

To serve, challenge and empower our members and constituents by: educating, communicating and training; advocating and influencing; acting as a resource and conduit for information, ideas and support; developing standards and models; and collaborating with other disciplines.

This draft mission statement was then utilized by the group through the remainder of the exercises. Large and small group exercises were designed to produce goals and activities for the association over the next year. It was decided to focus on the development of action plans for four committees—

Membership, Legislative, Research and Technology and Professional Development. The results were not meant to supplant previous committee goals, but to enhance the work they had already started. The processes of goal development was intended to give tools to the participants so that they could become well versed in and accustomed to creating action plans that consider the vision and mission of APPA and the need for inter-committee collaboration and cooperation. The selection of these particular four committees was in no way meant to diminish the importance of other committees. In fact, many of the chairs of other committees were present during this two day process.

The action plans developed in Orlando will now be melded with the synthesized document that the participants were given in preparation for the Orlando meeting to create a draft strategic plan. This draft strategic planning document was shared with the Board of Directors and was discussed at their meeting in Portland during the Winter Training Institute. Any comments about the mission statement can be directed to Carl Wicklund, APPA staff, at (606) 244-8216 or fax (606) 244-8201.

Look for more information on the APPA mission statement and strategic plan in the summer issue of *Perspectives*. □

Organizations Pledge Support for APPA's Vision

The organizations named below have pledged their support to APPA's Vision through ongoing organizational collaboration of ideas and information.

American Correctional Association

**International Association of Residential and
Community Alternatives**

**International Society of Crime Prevention
Practitioners, Inc.**

Juvenile Justice Trainers Association

National Association of Pretrial Service Agencies

National Association of Probation Executives

National Crime Prevention Council

Volunteers in Prevention, Probation and Prisons, Inc.

Volunteers of America, Inc.

Send Us YOUR Responses to APPA's Vision Statement

As part of our ongoing efforts to promote APPA's Vision, agencies and Board members have been asked to respond to our statement.

The letters printed here represent some of the responses received. We invite all of our colleagues to share what they're doing to make our Vision a reality.

Send your responses to:

Vision Ventures

APPA

P.O. Box 11910

Lexington, KY 40578-1910

Membership in APPA? — What's in it for YOU?

Here's 26 Reasons, from A to Z, Why YOU Should Join APPA

Time and time again, people ask about the benefits of becoming an APPA member—they are many and varied. Listed here, from A to Z, are just a few of the primary reasons community corrections professionals identify for joining their colleagues as APPA members.

Advocacy and **A**ction

APPA takes great pride in representing the interests of community corrections professionals by educating local government officials and legislators (both state and federal) on the important role you play in the safety of our communities and on the tools and support you need to perform your jobs. APPA has active committees constantly working hard to bolster the image of community corrections. As membership grows, so will our voice and our impact on public policy.

Benefits

Discounts on state-of-the-art training programs, access to information on current community corrections issues and a network of colleagues with common interests and concerns are among the many benefits of APPA membership. APPA members are the first to be informed about exclusive training and technical assistance opportunities. Perhaps most importantly, through involvement in APPA you can help formulate position statements and policies which shape the future of community corrections.

Convenience

One call to APPA puts you in touch with a "one-stop" center for advice, contacts and recommendations on a wide range of topics. If APPA cannot directly address your concern, you will be linked with a credible source that can assist you. Affiliate members provide APPA with a pipeline to the valuable resources of state, regional and national organizations.

Data

APPA maintains comprehensive and current data on community corrections issues and programs. Whether your question concerns average probation and parole officer salaries, current

research on effective intervention strategies or information on the latest surveillance techniques, APPA's research staff will work to provide you with answers.

Economy

For the cost of a can of soda a week you can enjoy the benefits of APPA membership. Members volunteering their time to planning annual Institutes and to working on policy-related committees allows us to keep membership and training costs affordable. Furthermore, APPA can help you get the most out of your corrections dollar by sharing model programs and practices that are working in other jurisdictions. And when budget cuts threaten agency operations, APPA will fight hard to convince local policymakers of the cost-effective nature of community corrections.

Friendship

APPA facilitates the development of meaningful and long-lasting friendships through networking opportunities at Institutes and training seminars and involvement in committees. APPA members share your concerns and can provide a source of support as you continue to face the challenges of the community corrections profession.

Give and **T**ake

As a membership organization, APPA depends on the talents and commitment of the professionals it serves to work on committees, to recruit other members, and to conduct workshops. In return, members are provided with opportunities to highlight their work, exchange ideas and debate the issues with their colleagues, and put their talents and skills to work for the betterment of the profession.

Happenings

Having fun can be as important to professional and personal growth as quality training. APPA injects fun and laughter throughout Institutes and training events – riverboat rides, golf tournaments, 5K fun runs, entertainment – it all happens with APPA.

Ideas

Generating ideas and putting them into action – that is what membership in APPA is all about. APPA provides an avenue for risk taking and experimentation. You can explore bold new ideas with colleagues from across the nation through formal and informal settings at Institutes or training events and return home with the necessary confidence to carry them out.

Journals

APPA's quarterly journal, *Perspectives*, is a compilation of the latest research, trends and innovations in adult and juvenile community corrections. Articles, contributed by community corrections practitioners and academicians alike, address a broad spectrum of topics such as officer safety, principles of effective intervention, restorative justice, and truth-in-sentencing. *Perspectives* keeps the membership updated on national news in community corrections and upcoming organizational events.

Knowledge

APPA explores recent research and taps the collective knowledge of APPA members to prepare comprehensive seminars on a range of topics. *Intervening in Family Violence*, *Restructuring Intensive Supervision Programs*, and *Enhancing Victim Services* are just a few examples of seminars APPA has developed through federally funded projects. Each seminar offers guidance and practical recommendations for program development and implementation. Each year APPA conducts specialized training programs on hot issues including legal liabilities, assessment of imminent danger, cultural diversity and substance abuse. Expert consultants serve as trainers for these thought provoking, action producing seminars.

Leadership

APPA provides its members with opportunities to cultivate their leadership abilities in a safe and supportive environment. Mentoring relationships develop among members, with experienced members lending guidance and support to those new to the profession. Becoming involved and being exposed to the national scene is certain to expand your knowledge and contribute to your personal career advancement and your agency's progress.

Management

Whether it is risk management, money management or personnel management, the issues are complex and, at times, frus-

trating. APPA membership allows you to tap expertise of others facing similar challenges to develop and improve your own management skills. APPA's recent publication, *Results-Driven Management*, and the seminar, *Visionary Leadership in an Era of Cutback Management*, are good examples of APPA's efforts to keep its membership abreast of innovative and effective management techniques. On a broader level, APPA serves as a vehicle for managing the concerns and activities of the community corrections profession. For example, committees have developed around key issues and members' interests such as victims issues, juvenile justice, and health and safety. These committees are designed to gain member input in developing policies and position statements representing the professions values and goals.

Networking

APPA members consistently cite the ability to network with community corrections professionals from across the nation and Canada as the most valuable aspect of APPA membership. By networking with other knowledgeable and committed professionals you can generate ideas, learn about innovative approaches, and return to your jurisdiction with a renewed sense of hope and motivation.

Observations

APPA serves as a telescope and microscope, surveying the national scene, examining ideas and practices, and sharing what is learned with others. Increasing workloads often hinder practitioners' abilities to review research and critically analyze options; APPA is positioned to do just that. APPA conducts member surveys, examines research, and reviews programs in an effort to identify problems and develop promising solutions.

Prosperity and Progress

Working together, APPA members have elevated the status of the community corrections profession through the continuous improvement of programs and practices. Our voice is being heard – slowly but surely, policymakers and the public are recognizing that community corrections is a smart choice for communities struggling with the problems of crime. This can only lead to more resources for probation and parole.

Quality

APPA members are committed to doing things right. This focus on quality has contributed to comprehensive training for all practitioner levels, effective practices at the state and local levels, and a competent and devoted work force. Contributing to this quality movement, APPA's recommended program models, such as the prototypical intensive supervision program, drug testing guidelines, and domestic violence interventions are based on solid research. Furthermore, APPA has recently developed a model for performance-based measurement and an accompanying training

seminar designed to assist agencies in developing and implementing agency-specific measurements that guide agencies toward high quality decisions and practices.

Recommendations

APPA's staff, consultants and resources can offer practical recommendations in pivotal areas such as offender intervention, safety strategies and public relations efforts. APPA receives numerous calls everyday from practitioners trying to decide whether to: develop in-house services or contract with service providers; maintain generalized caseloads or develop specialized units; conduct drug testing on-site or use a laboratory. While APPA cannot provide definitive answers due to the specificity of various jurisdictions, APPA can provide information that will aid in the decision-making process.

Seminars

APPA designs training programs with an understanding that learning occurs best in an environment where professionals are given an opportunity to share experiences, knowledge and skills. *Identifying and Intervening with Drug Involved Youth, A System-Wide Approach to Drug Testing for Criminal Justice, Relapse Prevention with Sex Offenders, Offender Supervision and Victim Restitution*, and the *National Narcotics Intervention Training Program* are among the many seminars offered.

Travel

Whether you are behind your desk on the telephone with a colleague in another state or attending an APPA Institute, APPA membership can transport you from isolation and frustration to friendship and hope. APPA events also offer members a chance to visit exciting places. Over the next couple of years APPA Institutes will be held in Chicago, Salt Lake City, Orlando, Boston and New York City.

Unity

Working together on critical issues affecting ourselves, families and communities produces a synergistic effect. Groups working toward a common purpose can accomplish things that individuals struggle to achieve.

Vision

We are limited only by our imaginations. The combined imagi-

nations of two thousand APPA members have developed a powerful vision for a promising future in community corrections. **We see a fair, just and safe society where community partnerships are restoring hope by embracing a balance of prevention, intervention and advocacy.** Thousands more imaginations, along with some goal-directed activities, can make this vision a reality.

Warnings

First it was downsizing, next it was a movement toward the abolishment of parole. The years to come will certainly introduce additional threats and obstacles to performing our jobs. Through ongoing communication among members, APPA has the pulse of the profession and can offer proactive advice on managing negative forces as they move across the nation.

Xanadu

Being among people who share your interests and devotion, particularly in this conflict-laden profession, can be idyllic and beautiful, just like Xanadu. It allows you to renew your hopes and know that you are not in this alone.

Youth

Young people, new to the profession and work force, are vital to a membership organization's survival and success. They come to an organization with different perspectives and high levels of energy. They are tomorrow's leaders. For older members, getting involved in important issues with energetic and committed people keeps us young. It reminds us where we have been, where we are now and where we need to go. It keeps us moving ahead toward a brighter tomorrow – and that is really what we are all about – making a brighter, safer future for our nation's youth.

Zeal

There is something special about celebrating your successes and triumphs with like-minded people and feeling tremendous satisfaction for a job well done. A membership association can offer support and encouragement; it can help keep your spirit alive. The personal and professional benefits of APPA membership are evidenced by the progressive programs and agencies in which our members work. They are truly on the cutting edge of community corrections practice.

Community Justice and Safety for All

That's Our Vision – Be a Part of It! – Join APPA

Corporate Member Profile

National Corrective Training Institute

Background

In 1975, the National Corrective Training Institute (NCTI) began providing behavior change programs to offenders in the criminal justice system. A cognitive dissonance model was used as the foundation for these programs. It has been our mission to continue to develop curriculum and delivery techniques that meet the ever demanding and changing needs of the criminal offender. It is NCTI's belief that behavior change is accomplished when individuals are allowed to gain insights into their behavior and their faulty thought process, while at the same time teaching them the skills necessary to make positive changes in their lives. During our 20 year evolution, NCTI has grown from one small program in northern California to a nation-wide provider.

PrimaryMarket

NCTI has two separate and distinct areas of products and services. The first focuses on training criminal justice professionals in a host of areas that challenge them to strengthen their skills both personally and professionally. These topics include: understanding and interacting with offenders in a new and unique way, enhancing communication with other professionals, supervisory skill development, developing a team environment, building esteem in others, stress management, conflict resolution, and cultural diversity. These workshops have been presented to thousands of probation officers, judges, and court personnel across the country.

The second area focuses on providing offense specific cognitive-based curriculum designed to address the learning styles of the offender population. Our curriculum is written for juvenile and adult offenders and are directed at both felony and misdemeanor

offenses. These programs are delivered by NCTI in a number of different ways; pre-trial diversion, sentencing options, and probation referrals, just to name a few. They are also used internally by a number of agencies as part of an on-going treatment or education program.

Implementation

We presently have offices in Phoenix, Arizona; Denver, Colorado; Tampa, Florida; Napleton, Illinois; Indianapolis, Indiana; Wichita, Kansas; Minneapolis, Minnesota; Las Vegas, Nevada; Cincinnati and Columbus, Ohio; Rapid City, South Dakota; Dallas and El Paso, TX; Nashville, Tennessee; Tacoma, Washington; and Unley, South Australia. These offices have the expertise of local professionals capable of handling any of your referral needs. NCTI's staff development training related activities are based out of our corporate office in Phoenix, Arizona.

Why NCTI joined APPA's Corporate Membership Program

NCTI is committed to providing resources to probation and parole professionals. It is our belief that this increased involvement in APPA will provide us with an opportunity to be more active with the issues that face community corrections. NCTI's future is directly related to the success of community corrections.

CorporateContact

Gary Bushkin, President of NCTI serves as the Corporate Contact for APPA. Jane Ball, Executive Vice President, of NCTI serves as an additional contact and will be active in APPA committees. Both can be contacted at (800) 622-1644. □

NCTI President Gary Bushkin demonstrates flying.

A Crime Control Rationale for Reinvesting in Community Corrections

by Joan Petersilia, Department of Criminology, Law and Society, The University of California, Irvine

Last year Congress passed the most ambitious crime bill in our nation's history, the Violent Crime Control and Law Enforcement Act of 1994. It allocated \$22 billion to expand prisons, impose longer sentences, hire more police, and to a lesser extent, fund prevention programs. But as part of the Republicans' "Contract with America," the House significantly revised the Act, and the money allocated to prevention programs was eliminated. The amended bill—whose price tag rose to \$30 billion—shifted nearly all of the \$5 billion targeted for prevention programs into prison construction and law enforcement. As a *Los Angeles Times* op-ed concluded of the whole matter: "What started out last legislative season as a harsh and punitive bill has gotten down right Draconian" (*Los Angeles Times*, 1995).

While such tough-on-crime legislation has political appeal, it finds almost no support among criminal justice practitioners and scholars. They are uniformly agreed that such efforts—which endorse an "enforcement model" to the sacrifice of all else—will do little to curb crime. In recent months organizations as diverse as the International Association of Chiefs of Police (IACP), the U.S. Conference of Mayors, the American Bar Association (ABA), National Governors Association, the League of Cities, The RAND Corporation, the National Council on Crime and Delinquency (NCCD), the Campaign for an Effective Crime Policy (CECP), and the National Research Council have all voiced opposition to the approach.

Even prison wardens (who stand to benefit from an enforcement model) uniformly reject the crime-fighting solutions coming out of Washington. In a recent national survey of prison wardens,

85 percent of those surveyed said that elected officials are not offering effective solutions to America's crime problem (Simon 1994). Chase Riveland, Washington State Director of Corrections, said that focusing only on prisons and ignoring the rest of the system is "drive-by legislation, at best." And Jerome Skolnick, President of the American Society of Criminology (ASC), spoke of the federal efforts in his 1994 Presidential Address and entitled it, "What Not to Do About Crime."

What is wrong with the current proposals? Some argue that they are racist, others argue that they cost too much, but nearly everyone agrees they have two major flaws: 1) they fail to prevent young people from entering and continuing a life of crime; and 2) they leave the vast majority of criminals, who are serving sentences on probation and parole rather than prison or jail, unaffected.

Criminologists have long observed that age 18 is the year of peak criminality. Analysis recently completed by Alfred Blumstein at Carnegie-Mellon showed that today we have the smallest cohort of 18-year-olds we will see for at least the next 15 years. Next year, the number is going to start going up, and the biggest growth will occur in the number of African American children who are now four to nine years old. Blumstein (1994) recently observed:

These young people are being less well educated and socialized, and as a result are easy recruits for the booming crack cocaine industry, where weapons are a business accessory for an increasing number of youths. The result will be a steep increase in juvenile and young adult violent crime, unless we begin investing in community-

based programs to better socialize kids when their parents are not doing so. This is a population crying out for our attention, and, as a society, we need to find a means to divert them from becoming as violent as their big brothers.

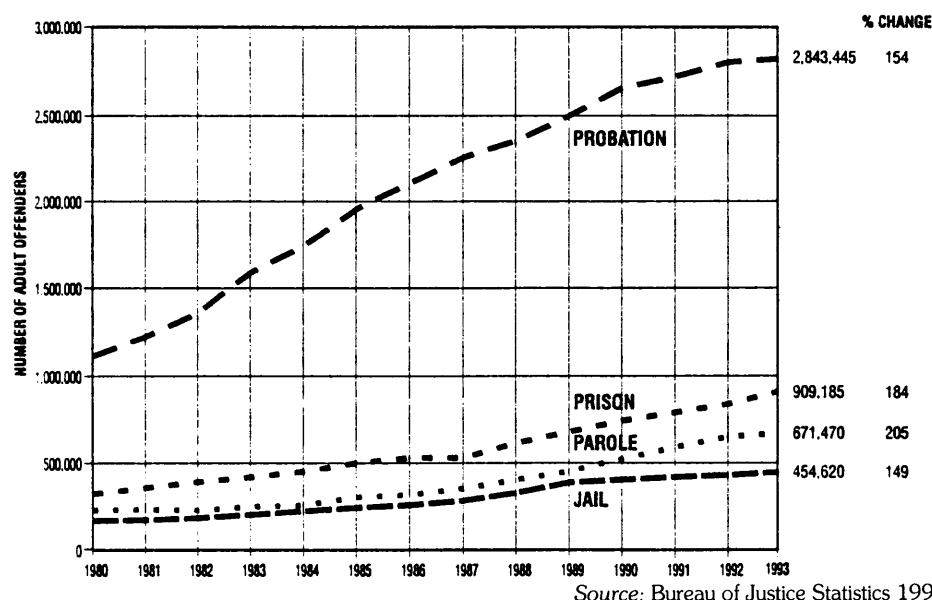
As more young people are recruited into and retained in a criminal lifestyle, the ability of back-end responses (such as imprisonment) to increase public safety is severely limited because of the replenishing supply of young people who are entering into criminal careers.

The second, and equally important reason that current federal efforts will fail, is that they focus exclusively on prisons as a corrections strategy, ignoring the fact that most criminals are serving probation and parole sentences. In 1993 there were just under five million adult (convicted) criminals—or about one in every 39 Americans. Seventy-two percent of all identified criminals were not in prison, but serving sentences in the community on probation or parole supervision. Even though we have quadrupled the number of prisoners in the past decade, prisoners are still less than 1/5 of the convict population, and the vast majority of offenders remain in the community amongst us (Bureau of Justice Statistics 1995). If we are to effectively control crime—as opposed to exacting retribution and justice—we must focus our efforts where the offenders are, which is in the community reporting to probation and parole officers.

Despite the fact that both crime bills were touted by their proponents as comprehensive approaches to the crime problem, neither the 1994 Crime Act or the 1995 "Taking Back Our Streets" proposal even mentions probation or parole, much less provides

Figure 1

Adults in Prison, Jail, Probation and Parole in the United States, 1980-93



funding or direction for revising programs or practices. Moreover, the federal bill will likely take money away from community corrections budgets, which are already at a dangerously low level, to fund the expanded prison space required to comply with federal mandates requiring state prisoners to serve 85 percent of their sentence (so called "truth in sentencing").

This article addresses the public safety consequences of current probation and parole practices. It contends that current crime policies are neither comprehensive nor will they be effective unless we focus on the needs and risks posed by probationers and parolees. Whether we are able to control the crime propensities of these offenders is critical to the effectiveness of any anti-crime program.

We must rethink the types of programs and funding levels that are appropriate for the kinds of clients these agencies now encounter. The majority of probationers are convicted felons, have prior criminal records, and are likely to be substance and alcohol abusers with few marketable skills. If we continue to

ignore their behavior — and miss the opportunity to intervene positively — we are relatively assured of imprisoning them eventually. Current policy simply waits until their criminality escalates to the point of needing imprisonment, and such policies have now proven costly and ineffective at reducing crime.

The author suggests developing "surveillance plus treatment" programs for drug involved probationers, including offenders who are convicted of drug possession and use, but not trafficking. Evaluation research suggests that we now have program models that are effective at reducing their recidivism rates, that the public is supportive of rehabilitation as opposed to incarceration for such offenders, and that the cost-benefit tradeoffs between prison and community corrections are among the highest for that subpopulation (for a recent review, see Clear and Braga 1995).

Who is On Probation and Parole? A Profile of the Population

The public misunderstands the safety risks and needs posed by offenders currently under community supervision,

particularly those on probation. Many erroneously assume that as prison populations have grown, probation population will have declined and that those remaining in the community will have become increasingly less serious, and hence less in need of supervision. But as shown in Figure 1, populations in all four components of the corrections system have grown at record rates since 1983, and the 3:1 ratio of community-based to institutional populations has remained relatively stable for more than a decade.

It might seem logical that since prison populations have quadrupled over the past decade, those remaining in the community are increasingly less serious offenders—since the more serious offenders have been skimmed off and sent to prison. Unfortunately, this is not true. Analysis shows that the probation population has become increasingly serious if judged by their prior criminal record, current conviction crime, or substance abuse histories (Petersilia et al. 1985). The truth is that the overall U.S. population has grown, more citizens are being convicted, and all corrections populations have grown simultaneously.

The Bureau of Justice Statistics (BJS) tracks the sentences handed down by the courts in felony convictions. They report that in 1986 the courts granted probation to 46 percent of all convicted felons (Langan and Cuniff 1992). Figure 2 shows the percent of felony convictions granted probation, by crime type.

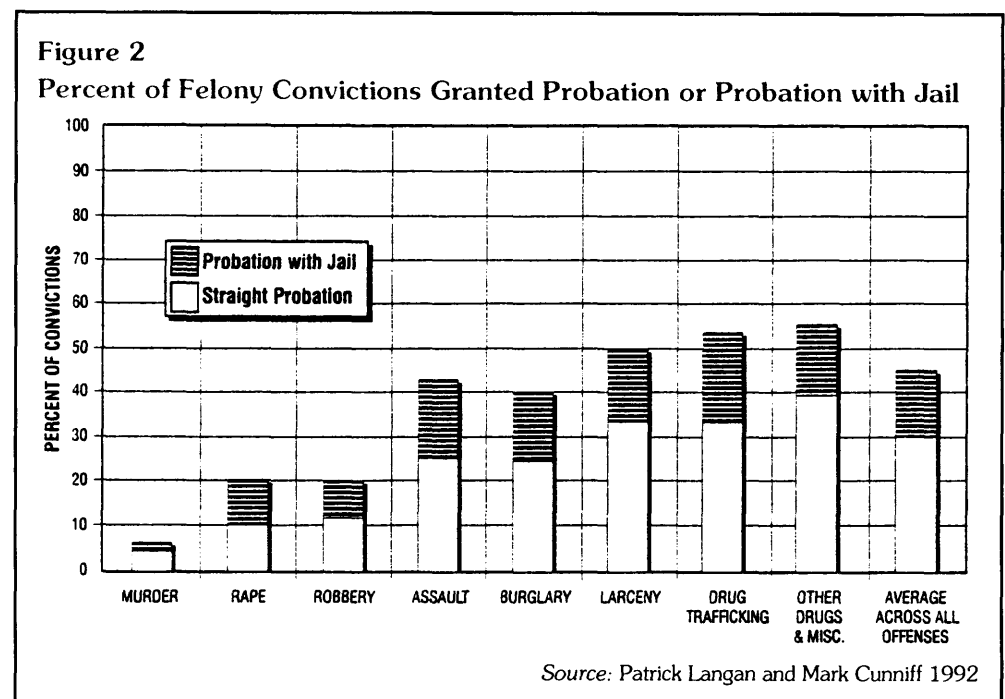
As shown in Figure 2, about 30 percent of the defendants were required to serve some jail time as part of their probationary term. Considering different crime types, about 6 percent of murderers were placed on probation, as were 20 percent of convicted rapists. Twenty percent of convicted robbers and 40 percent of burglars were similarly sentenced to probation rather than active prison terms. The average sentence to probation was just under 40 months, and an average jail term (for those where it was imposed) was six months.

To gauge the public safety risks of probationers and parolees, it is useful to consider the population as a whole in terms of conviction crimes. This information is provided in Table 1, which shows the conviction crimes of all adults under correctional supervision during 1991.

Table 1 shows that about 16 percent of all adult probationers were convicted of violent crimes, as were 26 percent of parolees. This means that on any given day in the U.S. in 1991, there were an estimated 435,000 probationers and 155,000 parolees residing in local communities who have been convicted of violent crime — or over a half million offenders. If we compare that to the number of violent offenders residing in prison during the same year, we see that there were approximately 372,500 offenders convicted of violent crime in prison, and approximately 590,000 outside in the community on probation and parole! Overall, we can conclude that nearly three times as many violent offenders (1.02 million) were residing in the community as were incarcerated in prison (372,000). These numbers make painfully clear why a failure to provide adequate funding for community corrections invariably places the public at risk.

Of course, the type of crime an offender is convicted of doesn't necessarily equate with his/her risk of recidivism. Patrick Langan of BJS tracked for a three-year period a sample representing nearly 80,000 felons granted probation in 1986. Just over 40 percent of the probationers were classified by probation departments as needing either "intensive" or "maximum" supervision — meaning they appeared to be at a high risk of recidivating based on their prior criminal records and need for services. If probationers are growing in numbers and are increasingly more serious offenders, then they are in need of more supervision, not less. But less is exactly what they have gotten over the past decade.

Despite the unprecedented growth in probation populations and their more serious clientele, probation budgets



have not grown. From 1977 to 1990 prison, jail, parole, and probation populations all about tripled in size. Yet only spending for prisons and jails had accelerated growth in overall government expenditures. In 1990 prison and jail spending accounted for two cents of every state and local dollar spent — twice the amount spent in 1977. Spending for probation and parole accounted for two-tenths of one cent of every dollar spent in 1990 — unchanged from what it was in 1977 (Langan 1994). Today, although nearly *three-fourths* of correctional clients are in the community, only about *one tenth* of the correctional budget goes to supervise them.

The increase in populations, coupled with stagnant or decreasing funding, means that caseloads (the number of offenders an officer is responsible for supervising) keep increasing. While the 1967 President's Crime Commission recommended that ideal caseloads would be about 30:1, national averages for probation are now approaching 150:1, and for parole, 80:1. And in some communities, caseloads are much higher. In Los Angeles County, for ex-

ample, where nearly 70,000 adults are on probation, funding cutbacks have resulted in caseloads reaching several hundred and few direct services. A recent report noted that 60 percent of all Los Angeles probationers are tracked solely by computer and have no contact with an officer (U.S. Advisory Commission 1993). Texas reports that it has about 400,000 adults on probation, and 95 percent of them are on regular supervision, which means they are only seen once every three months.

Nationally, BJS reports that three out of five felony probationers see a probation officer no more than once a month, at best, because actual contacts are often less than the number prescribed (Langan 1994). Because of underfunding and large caseloads, probation supervision in many large jurisdictions amounts to simply monitoring for rearrest. As Clear and Braga (1995, 423) recently wrote: "Apparently, community supervision has been seen as a kind of elastic resource that could handle whatever numbers of offenders the system required it to."

But neglect in funding has had serious consequences. As caseloads rise,

Table 1**Adults Under Correctional Supervision, By Offense 1991**

<u>Most Serious Offense</u>	<u>Percent of Adult Offenders</u>			
	<u>Probation</u>	<u>Jail</u>	<u>Prison</u>	<u>Parole</u>
All offenses	100 %	100 %	100 %	100 %
Violent offenses	16	22	47	26
Homicide	1	3	12	4
Sexual Assault	2	3	9	4
Robbery	2	7	15	11
Assault/other	10	8	10	6
Property offenses	34	30	25	36
Burglary	7	11	12	15
Larceny/theft	16	8	5	12
Auto theft	1	3	2	2
Fraud/other	10	8	6	6
Drug offenses	24	23	21	30
Trafficking	8	12	13	18
Possession/other	16	11	9	2
Public-order offenses	25	23	7	7
Weapons	1	2	2	2
DWI/DUI	16	9	N A	3
Other	9	14	5	3

Source: U.S. Bureau of Justice Statistics June 1994, August 1994, and May 1993

there is less opportunity for personal contact between officer and offender, limiting any ability of the officer to bring about positive change in the offender, or refer the offender to appropriate community-based resources and programs (which incidentally are also being reduced). Court-ordered fines and restitution don't get paid, and community service doesn't get performed — all of which adds to probation's tarnished image as being too lenient and lacking in credibility.

Robert Kelgord, former Chief Probation Officer in Sacramento, California, recently testified that over half of the probationers he was responsible for went unsupervised. He went on to describe the overall California probation situation as follows:

On each judicial day hundreds of California judges sentence thousands of offenders to probation, sternly enumerating the

many conditions of probation that are to be enforced by the probation officer. Unfortunately, virtually all of these offenders will never see a probation officer and there will be absolutely no enforcement of the court ordered conditions. Equally unfortunate is that all of the players in this drama — especially the offender — understand that the offenders will go unsupervised, will have no accountability to the courts, and will, in a high percentage of the cases, simply reoffend (Commission on Future of California Courts 1993, 159).

Lack of services and supervision undoubtedly contributes to high recidivism rates, since it has been continually shown that there is a "highly significant statistical relationship between the extent to which probationers received needed services and the success of pro-

bation (U.S. Comptroller General 1976, 25)." As services have dwindled, recidivism rates have climbed. In the national BJS study mentioned earlier, Langan and Cunniff (1992) found that 43 percent of probationers were rearrested for a felony within three years of receiving a probationary sentence. The total group of some 79,000 probationers was responsible for nearly 34,000 arrests, including 632 arrests for murder, 474 for rape, and 5,500 for robbery and assaults. By the end of the three year period, 26 percent of the probationers had been sent to prison, another 10 percent to jail, and an additional 10 percent were designated absconders with unknown whereabouts. Overall, 46 percent of felony probationers were classified as "failures." The same study shows that while 53 percent of the sample was characterized as having a drug abuse problem, only 14 percent of the sample participated in any required drug treatment during the three-year follow-up period.

Parolees fare no better. BJS statisticians Allen Beck and Bernard Shipley (1989) tracked 108,580 parolees released from prison in 1983. The sample represented more than half of all released State prisoners that year. They found that within 3 years, 62 percent of them had been rearrested for a felony or serious misdemeanor (23 percent for a violent crime), 47 percent were reconvicted, and 42 percent were returned to prison or jail. By year-end 1986, those prisoners who were rearrested averaged an additional 4.8 new charges.

Another means to gauge the contribution of probationers and parolees to the crime problem is to examine the "criminal justice status" of offenders at the time they committed or were arrested for their current crime. Numerous BJS reports provide that information, and the relevant figures are summarized in Figure 3. They attest to the contribution of probationers and parolees to the "crime problem," and the public safety consequences of reducing funding for community corrections. For

example, 31 percent of persons on death row in 1992 report committing their murders while under probation or parole supervision. A study in Florida found that, over a 58-month period between January 1987 and October 1991, Florida parolees alone committed over 15,000 violent and property crimes, including 346 murders (Florida Department of Corrections 1993). Leaving probationers and parolees "unattended" is not only bad policy, it leaves many victims in its wake.

The high failure rates of probationers and parolees also contribute significantly to prison crowding. Current estimates show that between 30 and 50 percent of all new prison admissions are community supervision failures (Parent et al. 1994). Indeed, offenders who fail under community supervision are the fastest-growing component of the prison population.

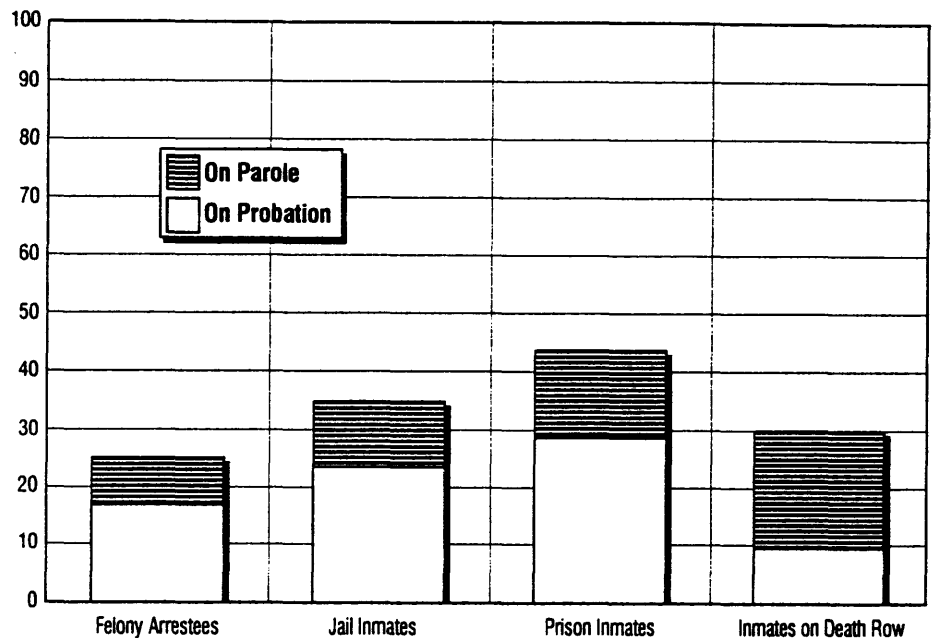
What Can We Do? A Proposal to Develop an Integrated Treatment/Control Program for Drug Offenders

The grim situation described above is known to most of those who work in the justice system or study it. Until we curb the criminal activities of the three-fourths of criminals who reside in the community, real reductions in crime or prison commitments are unlikely. But just as there is growing agreement about the nature of the problem, there is also an emerging consensus about how to address it.

We need to first regain the public's trust that probation and parole can be meaningful, credible sanctions. During the past decade, many jurisdictions developed "intermediate sanctions" as a response to prison crowding. These programs (e.g., house arrest, electronic monitoring, and intensive supervision) were designed to be community-based sanctions that were tougher than regular probation, but less stringent and expensive than prison. The program models were good and could have worked, except for one critical factor:

Figure 3

The Percent of Offenders on Probation or Parole at Time of Offense



Sources: Bureau of Justice Statistics April 1990, April 1991, May 1993 and December 1993

they were usually implemented without creating an organizational capacity to ensure compliance with the court-ordered conditions. Intermediate sanctions were designed with smaller caseloads enabling officers to provide both services and monitoring for new criminal activity, but they never were given the resources needed to enforce the sanctions or provide necessary treatment. When the court ordered offenders to participate in drug treatment, for example, many probation and parole officers couldn't ensure compliance because local treatment programs were unavailable. Programs that were available often put offenders at the back of the waiting list. Similarly, when the court ordered fines or restitution to be paid, or community service to be performed, it often was ignored because of a lack of personnel to follow through and monitor such requirements. Over time, what was intended as tougher community corrections in most jurisdictions didn't materialize, thereby further tarnishing probation's and parole's

image. (For a complete review of this experience, see Petersilia and Turner 1993; Clear and Braga 1995). And, while most judges still report being anxious to use tougher, community-based programs as alternatives to routine probation or prison, most are skeptical that the programs promised "on paper" will actually be delivered in practice. As a result, some intermediate sanction programs are beginning to fall into disuse.

But not all programs have had this experience. In a few instances communities invested in intermediate sanctions and made the necessary treatment and work programs available to offenders. And, most importantly, the programs worked: in programs where offenders received *both* surveillance (e.g., drug tests) and participated in relevant treatment, recidivism was reduced 20-30 percent (Petersilia and Turner 1993). Recent program evaluations in Texas, Wisconsin, Oregon, and Colorado have found similarly encouraging results (Clear and Braga 1995). Even in BJS's national probation follow-up study, it

was found that if probationers were participating in or making progress in treatment programs, they were less likely to have a new arrest (38 percent) than either those drug offenders who had made no progress (66 percent) or those who were not ordered to be tested or treated (48 percent).

There now exists rather solid empirical evidence that ordering offenders into treatment and getting them to participate, reduces recidivism. So, the first order of business must be to allocate sufficient resources so that the designed programs (incorporating both surveillance and treatment) can be implemented. Sufficient monetary resources are essential to obtaining and sustaining judicial support, and achieving program success.

Once we have that in place, we need to create a public climate to support a reinvestment in community corrections. Good community corrections costs money, and we should be honest about that. We currently spend about \$200 per year, per probationer for supervision. It is no wonder that recidivism rates are so high. Effective treatment programs cost at least \$12,000–\$14,000 per year. Those resources will be forthcoming only if the public believes the programs are both effective and punitive.

Public opinion is often cited by officials as the reason for supporting expanded prison policies. According to officials, the public demands a "get tough on crime" policy, which is synonymous with sending more offenders to prison for longer terms. We must publicize recent evidence showing that offenders – whose opinion on such matters is critical for deterrence – judge some intermediate sanctions as more punishing than prison. Surveys of offenders in Minnesota, Arizona, New Jersey, Oregon, and Texas reveal that when offenders are asked to equate criminal sentences, they judge certain types of community punishments as more severe than prison.

One of the more striking examples comes from Marion County, Oregon.

Selected non-violent offenders were given the choice of serving a prison term or returning to the community to participate in the Intensive Supervision Probation (ISP) program, which imposed drug testing, mandatory community service, and frequent visits with the probation officer. About a third of the offenders given the option between ISP or prison chose prison. When Minnesota inmates and corrections staff were asked to equate a variety of criminal sentences, they rated three years of Intensive Supervision Probation as equivalent in punitiveness to 1 year in prison (Petersilia and Deschenes 1994).

What accounts for this seeming aberration? Why should anyone prefer imprisonment to remaining in the community – no matter what the conditions? Some have suggested that prison has lost some of its punitive sting, and hence its ability to scare and deter. For one, possessing a prison record is not as stigmatizing as in the past because so many of the offenders' peers (and family members) also have "done time." A recent survey shows that 40 percent of youths in state training schools have parents who have been incarcerated. Further, about a quarter of all U.S. black males will be incarcerated during their lives, so the stigma attached to having a prison record is not as great as it was when it was relatively uncommon. And the pains associated with prison – social isolation, fear of victimization – seem less severe for repeat offenders who have learned how to do time.

In fact, far from stigmatizing, prison evidently confers status in some neighborhoods. Jerome Skolnick of U.C. Berkeley found that for drug dealers in California, imprisonment confers a certain elevated "home boy" status, especially for gang members for whom prison and prison gangs can be an alternative site of loyalty. And according to the California Youth Authority, inmates steal state-issued prison clothing for the same reason. Wearing it when they return to the community lets everyone know they have done "hard time."

The length of time an offender can be

expected to serve in prison has also decreased – the latest statistics show that the average U.S. prison term for those released to parole is 17 months. But more to the point, for less serious offenders, the expected time served can be much less. In California, for example, more than half of all offenders entering prison in 1995 are expected to serve six months or less. Offenders on the street seem to be aware of this, perhaps because of the extensive media coverage such issues are receiving.

For convicted felons, freedom of course is preferable to prison. But the type of program being advocated here – combining heavy doses of surveillance and treatment – does not represent freedom. In fact, as suggested above, such community based programs may have more punitive bite than prison. Consider a comparison between Contra Costa (California) County's Intensive Supervision Program (ISP) for drug offenders, which was discontinued in 1990 due to a shortage of funds, with what drug offenders would face if imprisoned:

ISP: Offenders were required to serve at least one year on ISP. In addition to twice weekly face-to-face contacts, ISP included a random drug testing hotline, Saturday home visits, weekly Narcotics Anonymous meetings, special assistance from police to expedite existing bench warrants, and a liaison with the State Employment Development Department. To remain on ISP, offenders had to be employed or in treatment, perform community service, pay victim restitution, and remain crime and drug-free.

Prison: A sentence of 12 months will require that the offender serve about half of that. During his term, he is not required to work nor will he be required to participate in any training or treatment, but may do so if he wishes. Once released, he will probably be placed on routine parole supervision, where he might see his officer once a month.

It is important to publicize these results, particularly to policymakers, who say they are imprisoning such a large

number of offenders because of the public's desire to get tough on crime. But it is no longer necessary to equate criminal punishment solely with prison. The balance of sanctions between probation and prison can be shifted, and at some level of intensity and length, intermediate punishments can be the more dreaded penalty.

Once the support and organizational capacity is in place, we need to target the offender group that makes the most sense, given our current state of knowledge regarding program effectiveness. Targeting drug offenders makes the most sense for a number of reasons. Drug offenders weren't always punished so frequently by imprisonment. In California, for example, just 5 percent of convicted drug offenders were sentenced to prison in 1980, but by 1990 the number had increased to 20 percent. The large-scale imprisonment of drug offenders has only recently taken place, and there is some new evidence suggesting that the public seems ready to shift their punishment strategies for low-level drug offenders.

A 1994 nationwide poll by Hart Research Associates reported that Americans have come to understand that drug abuse is not simply a failure of willpower or a violation of criminal law. They now see the problem as far more complex, involving not only individual behavior but also fundamental issues of poverty, opportunity and personal circumstances. The Drug Strategies report (1995) reports that nearly half of all Americans have been touched directly by the drug problem: 45 percent of those surveyed in the 1994 Hart poll said that they know someone who became addicted to a drug other than alcohol. This personal knowledge is changing attitudes about how to deal with the problem: seven in ten believe that their addicted acquaintance would have been helped more by entering a supervised treatment program than by being sentenced to prison.

It appears that the public now wants tougher sentences for drug traffickers, and more treatment for addicts — what

legislators have instead given them are long sentences for everyone. The Drug Strategies group, who analyzed the Hart survey, concluded that "Public opinion on drugs is more pragmatic and less ideological than the current political debate reflects. Voters know that punitive approaches won't work." So, in that vein, the public appears willing to accept something other than prison for some drug offenders.

The public receptiveness to treatment for addicts is important, because those familiar with delivering treatment say that is where treatment can make the biggest impact. A recent report by the prestigious Institute of Medicine (IOM) recommends focusing on probationers and parolees to curb drug use and related crime. They noted that about one fifth of the estimated population needing treatment — and two fifths of those clearly needing it — are under the supervision of the justice system as parolees or probationers. And since the largest single group of serious drug users in any locality comes through the justice system every day, the IOM concludes that the justice system is one of the most important gateways to treatment delivery and we should be using it more effectively.

Moreover, those under corrections supervision stay in treatment longer, thereby increasing positive treatment outcomes. The claim that individuals forced into treatment by the courts will not be successful has not been borne out by research, in fact just the opposite is true. The largest study of drug treatment outcomes (Treatment Outcome Prospective Study) found that justice system clients stayed in treatment longer than clients with no justice system involvement, and as a result, had higher than average success rates.

However, as noted above, quality treatment does not come cheap. But in terms of crime and health costs averted, it is an investment that pays for itself immediately. Researchers in California recently conducted an assessment of drug treatment programs, and identified those that were successful, concluding

that it can now be "documented that treatment and recovery programs are a good investment (Gerstein et al. 1994)." The researchers studied a

Until we curb the criminal activities of the three-fourths of criminals who reside in the community, real reductions in crime or prison commitments are unlikely.

sample of 1900 treatment participants, followed them up for as much as two years of treatment, and studied participants from all four major treatment modalities (therapeutic communities, social models, outpatient drug free, and methadone maintenance).

Gerstein et al. (1994, 33) conclude:

Treatment was very cost beneficial: for every dollar spent on drug and alcohol treatment, the State of California saved \$7 in reductions in crime and health care costs. The study found that each day of treatment paid for itself on the day treatment was received, primarily through an avoidance of crime.

The level of criminal activity declined by two-thirds from before treatment to after treatment. The greater the length of time spent in treatment, the greater the reduction in crime. Reported criminal activity declined before and after treatment as follows: mean number of times sold or helped sell drugs (-75 percent), mean number of times used weapon/physical force (-93 percent), percent committing any illegal activity (-72 percent), and mean months involved in criminal activity (-80 percent).

Regardless of type of treatment modality, reduction in crime was substantial and significant (although participants in the social model recovery programs had the biggest reduction). In the California study, the most effective treatment programs cost about \$12,000

per year, per client.

In sum, there are several steps to achieving greater crime control over probationers and parolees. First, we must provide adequate financial resources to deliver programs that have been shown to work. Successful programs combine *both* treatment and surveillance, and are targeted toward appropriate offender subgroups. Current evidence suggests low-level drug offenders are prime candidates for the intermediate sanction programs considered here. Then, we must garner support, convincing the public that the probation sanction is punitive, and convincing the judiciary that offenders will be held accountable for their behavior.

Concluding Remarks

Current federal efforts to curb crime seek simple, politically attractive solutions where simple answers do not exist. There are no silver-bullet fixes to the crime problem, nor are there any hopeful signs that lead us to expect a spontaneous decline in the problem in the absence of dramatic policy action. If anything, the indicators point to increases in violent youth crime, a trend that will likely continue unless effective steps toward arresting it are taken.

This article argues that current federal efforts are misguided, and do not focus on preventing the crimes of the next generation or de-escalating the criminal careers of those on probation and parole. Dr. Dean Ornish, the guru of the low-fat road to cardiovascular health, shows a cartoon at the opening of his lectures that has application far beyond the topic of cardiovascular disease. The slide shows a crew of doctors frantically mopping up a floor that continues to be flooded by an overflowing sink. The problem, of course, is that no one has turned off the faucet.

Current crime policy is similarly focused. Short-term strategies have held sway at the expense of long-term prevention programs. We remain so consumed by the overwhelming challenge of providing cells for those imprisoned that we have little energy (or money) to

address the more fundamental question of how to deter the ever increasing number of young people who choose to enter a life of crime, or dampen the escalating criminal careers of probationers and parolees.

Of course we must continue to imprison violent offenders. It is a false dichotomy to argue between tough law enforcement and community-based crime prevention programs. The choice is not one or the other—it must be both. We need to create enough prison space to incarcerate those who are truly violent and also support programs to reduce the tide of criminals that currently flood our society.

It will not be easy, so we had better start now.

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Editor's Note

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APPA Awarded \$300,000 Grant to Examine Capacity Building in the Juvenile Justice System

The American Probation and Parole Association was recently awarded a \$300,000 grant by the Office of Juvenile Justice and Delinquency Prevention and the Center for Substance Abuse Treatment to study *Capacity Building in the Juvenile Justice System: Addressing the Need for Substance Abuse Treatment*. These funds will allow APPA to identify exemplary juvenile substance abuse prevention and intervention programs and develop and deliver related training and technical assistance to practicing professionals.

Historical and recent studies clearly indicate that the causes of delinquency are varied and subject to individual differences in temperament, socio-economic factors, and family environment. However, the single best predictor of the presence or extent of juvenile delinquency is a youth's involvement with illicit substances. This is true across age, gender, and ethnic groups. (*Urban Delinquency and Substance Abuse*, Huizinga, Loeber, and Thornberry) In addition, youths initiate the use of substances at a younger age, and continue their use even while not active in the juvenile justice system, far more than the general public has assumed in the past.

Effective substance abuse prevention and intervention has thus become a significant issue in efforts to reduce the rates of juvenile delinquency in a whole host of youth-oriented programs, from schools to juvenile probation and parole departments.

The challenges posed by this focus are many: How do we pay for these services? How are they provided? And, most importantly, what works?!

Over the next eighteen months, APPA staff will identify six to ten programs nationwide that provide substance abuse prevention or intervention services to pre-delinquent and delinquent youth. To be eligible for review, programs must have a track record of success marked by innovative community relationships, an articulated treatment philosophy, and standardized policies and procedures. Programs eligible for review may be institutional or community-based, residential or out-patient, and sponsored by government or private agencies.

APPA staff will visit the chosen programs, then develop three parallel training curricula for juvenile justice and treatment staffs, administrators, and trainers. Training sites and schedules are yet to be determined, but will be in geographically diverse areas and at minimal cost to participants. Upon conclusion of the training portion of the grant, two sites will be selected for Technical Assistance awards.

The American Probation and Parole Association is proud of its history of timely, innovative research projects and its relationship with funding agencies such as the Office of Juvenile Justice and Delinquency Prevention, Center for Substance Abuse Treatment, National Institute of Justice, Bureau of Justice Assistance, National Institute of Corrections, and U.S. Department of Transportation. Serving a national constituency since 1975, APPA provides training, publications, technical assistance, research, and a common voice for community corrections practitioners. APPA strives to instill its members' vision of a **"fair, just and safe society where community partnerships are restoring hope by embracing a balance of prevention, intervention and advocacy"** in all that it does. The research described above expands upon previous APPA efforts to enhance substance abuse identification and intervention in community corrections settings, and complements other on-going projects addressing Teen Courts and Family Violence. For further information about these and other APPA projects, or APPA membership or publications, please contact:

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Moving Toward Community Justice

by Eduardo Barajas, Jr., Correctional Program Manager, National Institute of Corrections

A revolution is occurring in criminal justice. A quiet, grass roots, seemingly unobtrusive, but truly revolutionary movement is changing the nature; the very fabric of our work. Many theories regarding crime and criminal behavior have been advanced throughout the history of criminal justice. The criminal justice system has in turn developed and implemented changes based on some of those theories. Although these changes have led to creative innovations, they have seldom changed the basic nature of the business of criminal justice. What is occurring, is more than innovative, but truly inventive. A "paradigm shift" is changing the focus of the work of criminal justice away from the offender and toward the community and victim(s).

Because crime continues to plague our society, we need a better understanding of the problem, as well as guidance toward reasonable progress in solving it. We need something beyond the scope of a new theory. As John Dilulio states:

"A paradigm is broader than a theory. A theory is a statement about a relationship between two or more variables that is supposed to hold under specific conditions. A new paradigm orients general understanding to historical, empirical, or normative realities that a prevailing paradigm has arguably de-emphasized, devalued, or simply ignored. In essence, to call for a new paradigm is to appeal for new concepts and categories of thinking about a given subject."

The call for a new paradigm is being spearheaded by citizens and victims who feel left out of the criminal justice process. Citizens might not articulate their frustration in terms of a need for a "paradigm shift", but at the heart of their anger and dissatisfaction is the

feeling that the criminal justice system does not represent their interests. Criminal justice professionals often express an equal frustration with the public's "hysteria" resulting in "get tough" legislation related to crime control. The public (community) is often viewed as an outside obstruction that must be "sold" on new policies by criminal justice "experts." When the public fails to buy into such policies, the frustration and rift between the public and criminal justice increases.

Not only is there a rift between the public and criminal justice, but also within the criminal justice profession. We must address these issues in order to move forward, rather than remain in a "system" that is fragmented, lacks a clear mission, and seems to provide little value to the public it is sworn to protect. In order to solve the problem, we should understand its nature and source.

Toward a New Paradigm of Justice

The current paradigm of criminal justice is focused on the offender. Multiple, contradictory, and competing purposes of the work are expressed in terms of things to be done *to* or *for* offenders. This offender focus is at the core of the public's frustration. The frustration is manifested in statements that the criminal justice system is aptly named, because it represents the interests of the criminal (offender) rather than the public or victim. Figure 1 illustrates the current criminal justice paradigm.

From the standpoint of the community and victims, we can refer to this as the "criminal justice" model because of its offender ("criminal") focus. The traditional purposes of punishment, deterrence, incapacitation, and rehabilitation compete for prominence as politicians posture in response to public mood

shifts and outcries.

Given the confusion created by such competitive, contradictory purposes, plus a fickle public and political climate; calls for reform are based on rationality. We speak of creating a "rational" system of sanctions and making "rational" policy decisions to determine a scale of sanctions and choose the predominant purpose of individual sanctions.

The pressure for results-oriented work practices in turn creates a sense of urgency to determine what works in corrections/criminal justice. The overwhelming majority of research in the "what works" area is firmly rooted in the criminal justice model and is focused almost, if not, exclusively on the rehabilitation step of the model. The emphasis is on effective treatment interventions that will lead to long-term behavioral changes of individual offenders.

The competition with other work purposes is intense and recidivism is the primary measure of success. "What works" advocates bemoan the fact that rehabilitation has been relegated to the lowest rung of the ladder and punishment is at the top. A primary task is to convince policy makers, practitioners, and the public that rehabilitation should be at the top because of better results based on recidivism. Those who advocate punishment, or any of the other purposes, are equally adamant that their views should prevail.

What's needed is a design that is non-competitive, non-contradictory, and strives primarily for harmony rather than rationality. The way to achieve harmony in the system is to focus on the community as the center of our efforts rather than on the offender. Rather than asking what to do *to* them or *for* them (offenders) the question becomes: How can we best protect and serve the community? By asking that basic question, the traditional purposes of the

work become equally worthy means to an end rather than independent ends competing for prominence. This community focus is at the core of the community justice paradigm as illustrated by Figure 2.

This model derives its identity in terms of the *value* of the work rather than on its purpose. More specifically, it identifies four civic ideals or values, that drive the work. The ideals, which were formulated by the BJS-Princeton Study Project are:

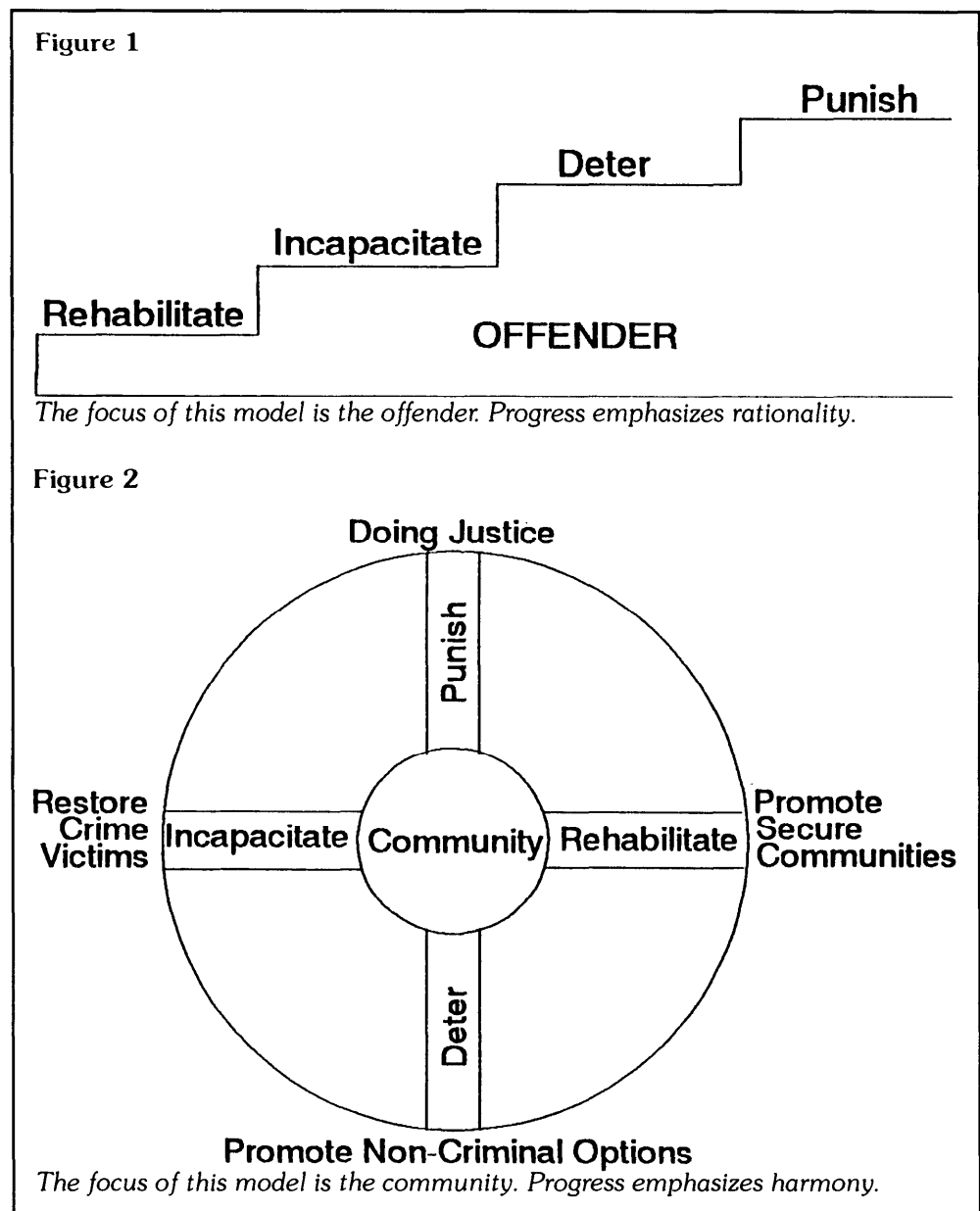
- Doing justice,
- Promoting secure communities,
- Restoring crime victims, and
- Promoting non-criminal options.

The traditional purposes of punishment, rehabilitation, etc. work conjunctively to move the work forward. Rather than the community being left out of the process and in an adversarial position with the system, it is the focus of the work. The community is viewed as the ultimate customer with citizens as "co-producers of justice." The system in turn provides value to the community in return for its investment.

What This Means in Terms of Policy

The traditional criminal justice model is reactive and adversarial. The community justice model is proactive and emphasizes crime prevention and collaboration.

The criminal justice system responds after a crime occurs. Corrections responds with a series of punitive and/or therapeutic interventions directed at offenders after they are in custody. The offender is the primary client or customer of services provided by the agency. The community may benefit only as an indirect consequence of the services provided to offenders. In response to political pressure from victims and other groups, many agencies may develop one or more specialized programs such as restitution, or victim service units. Merely creating programs however, does not constitute real change if the focus of the agency's work and mission remains unchanged. Vic-



tims stand to lose if an agency's ultimate customer is the offender.

Within the criminal justice system there is an adversarial and competitive atmosphere among groups of policy makers and consultants regarding what the primary purpose of the system should be. The long-standing debate is between those who favor punishment versus those who favor rehabilitation. The debate is focused on imprisonment as a *solution* to crime. The question debated is whether imprisonment is an

effective or ineffective solution to crime. The irony is that the debated topic involves two sides of the same coin. Both sides attempt to demonstrate effective offender-focused interventions based on imprisonment or "alternatives." This internal conflict creates disunity, a vague sense of mission and is ultimately counter-productive.

Nowhere is this better illustrated than in the public relations attempts by some criminal justice "progressives." According to Philip Harris and Stephen Smith:

"... the problem over the past two decades for those seeking to reduce America's dependency on imprisonment has been a reliance on strategies that are based on a reaction *against* something, namely prisons. . . . Unfortunately this reactive view cannot be translated into a comprehensive picture of corrections around which key system actors can rally."

When crime rates were rising, a case was made for "alternatives" based on the fact that increased imprisonment had failed to stem rising crime rates. As crime rates fell or stabilized, the argument became that we didn't need more imprisonment in view of falling crime rates.

Is it any wonder that the public is confused and holds in low regard a system suffering from such an identity crisis? Real progressive change requires an internal shift of mind, rather than reactively trying to change the external environment.

Community justice begins with the premise that the community is the ultimate customer of the system. This is not to say that the community is the only customer or even the primary customer. An agency's primary customer for example, may be the district's chief judge. Approval from this person is of primary importance to that agency. Any agency's work however, must *ultimately* have a positive impact and provide value to the community in terms of safety and well-being.

Community safety and well-being can be achieved and enhanced through a variety of efforts. In the community justice paradigm, imprisonment (or any other sanction) is not viewed as a *solution* to crime, but is viewed as one of several equally worthy and legitimate responses to crime. The idea is that each of the components of the system holds a piece of the solution. By coordinating each appropriate response within a problem-oriented strategy, the solution(s) to the problem can be achieved. This opens up the possibilities for agencies to expand the boundaries

of their practice and break down the barriers separating them from other components and organizations within and outside the system. New frameworks, viewpoints, and practices in turn require new success measures.

Recidivism is not the primary measure of success in community justice. The progressive model of the current correctional system attempts to address a universal problem (crime) by investing its efforts in the success of individuals (offenders). If a batterer is caught and revoked after violating a "no contact" order, the result is considered a failure because of the offender's recidivism. This is so despite the fact that a life may have been saved by this action or the cycle of abuse broken!

Community justice addresses a universal problem by investing its efforts on what is best for the safety and well-being of that "universe" — the community and victims. This involves balancing short-term and long-term interventions and strategies, plus focusing on prevention. Short-term interventions, such as imprisonment or surveillance, focus on *controlling* behavior and activities. Long-term interventions, such as drug treatment or cognitive restructuring, focus on *changing* behavior.

Prevention is a major effort of community justice work. However, a current operating definition of crime prevention is needed. In 1990, the Crime Prevention Coalition formulated the following definition of crime prevention:

"A pattern of attitudes and behaviors directed at both reducing the threat of crime and enhancing the sense of safety and security, to positively influence the quality of life in our society and to develop environments where crime cannot flourish."

This definition clarifies the importance of community as a base for prevention. It also recognizes that there is a dual task: reducing crime's threats to the community and developing communities that discourage crime.

For several years, corrections have had a practical working model utilizing

these principles of crime prevention. The direct supervision jail focuses its efforts on the "community" environment of the jail rather than on the inmates. This in turn influences the quality of life in the jail and develops an atmosphere where violence and other disorders cannot flourish. Such a climate enhances the chances for success of other correctional goals, such as rehabilitation.

These principles can and should be translated into community supervision strategies. Jeffrey Roth describes a diversified problem-solving method of violence prevention in the community which calls for:

"... problem-solving initiatives aimed at sources of violence in several areas: childhood development; 'hot spot' locations, routine activities, and situations; illegal markets, especially for drugs, guns and prostitution; firearms, alcohol, and drugs; bias crimes, gang activities, and community transitions; and relationships between intimate partners."

This would require community corrections officers to work collaboratively with police, community organizations, and social service agencies. They would proactively address various social disorder and illegal activity problems. How these efforts effect the quality of life in the community become a basis for new success measures.

Some Practical Examples

Community policing, community prosecution, and community courts are three examples of community justice program elements. Community corrections, in the non-traditional sense, is a fourth example. The traditional notion of community corrections is corrections which is practiced in the community rather than in a corrections facility. The non-traditional notion of community corrections is corrections which is practiced *with* and *for* the community.

There are two primary components of community justice practice. The first is problem solving. Staff are trained and

encouraged to be problem-oriented to, for example, get city agencies to remove abandoned cars, or close down bars that sell to intoxicated customers or to minors. They try to rescue people from abusive domestic relationships in order to break the cycle of abuse.

The second component is creating community partnerships. Staff are trained to work with other agencies and with the community to identify and solve problems causing social disorder such as public intoxication, prostitution, and open air drug markets. Community courts make it possible to arrest, prosecute and sentence someone within the same neighborhood. The sentence may be determined by the court while the specifics of the sanction may be determined by a citizen board. The sanction is reparative in nature—designed to restore the victim and the community, as well as the offender.

Reparative Probation in Vermont puts low risk probationers directly under control of a board of community members. The board determines reparations to the community and to the victim. Offenders may be ordered to pay restitution, work in community service, or participate in other reparative projects. Offenders and victims may also participate in victim offender mediation. Violations are reported to the court for further action.

The Quincy, MA, Probation Department regards domestic violence victims as important customers. Their domestic violence program is dedicated to breaking the cycle of violence and protecting the victim. Domestic violence is considered not only a crime against a specific victim, but a crime against the community. Batterers may be sentenced to community work service and to batterer-specific treatment. Probation works collaboratively with the police, and other agencies to identify and respond to instances of domestic violence. Probation officers do not hesitate to revoke batterers who violate "no contact orders", even for the slightest infraction. This guarantees that the batterer will not manipulate or intimi-

date his way back into the home to repeat the cycle of violence.

Operation Nitelite, in the Roxbury section of Boston, MA, is a joint venture of the Boston Police Department and the Probation Department of the Dorchester Court. Police and probation officers work jointly to address community concerns regarding youth violence. Joint patrols check for curfew and other violations of probation terms. Officers work with parents to help them re-assert parental control. The help of schools, churches, and other community institutions is also utilized to help supervise juvenile offenders.

These are only three examples of particular agencies that have focused their work efforts on the community and victims. Many other agencies in the country are turning toward such community focused missions and work practices.

Conclusion

In his book *The Fifth Discipline*, Peter Senge describes the "systems thinking" that is vital to what he calls "the learning organization." This type of thinking requires:

" . . . a shift of mind from seeing parts to seeing wholes, from seeing people as helpless reactors to seeing them as active participants in shaping their reality, from reacting to the present to creating the future. Without systems thinking, there is neither the incentive nor the means to integrate the learning disciplines once they have come into practice."

For too long, our perception of criminal justice and corrections has been like the parable of the blind men touching an elephant. We tend to view the individual components as independent of the others and serving different, competing purposes.

We also continue to play "ain't it awful" as we sink into the role of victims. As victims, we tend to see the problem as "out there" rather than within ourselves. By continuously failing to change the external environment, we become increasingly frustrated and re-

active. Only by changing ourselves can we hope to grow as a profession and increase our esteem among ourselves and among those who should support us.

"Systems thinking" lets us see that we are all interconnected, interdependent parts of the whole; working for a common, greater good. No one component of the system is a better or worse option

Community justice addresses a universal problem by investing effort on what is best for the safety and well-being of that "universe" — the community and victims.

than the others, but each serves a specific function.

Community justice should give us an optimistic and opportunistic path into the next millennium and a new framework for our profession.

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NIC Update

Eduardo Barajas, Jr., Correctional Program Manager, Community Corrections Division,
National Institute of Corrections

In September 1995, NIC awarded a grant to Policy Research, Inc. (PRI) to establish a GAINS center to assist jurisdictions dealing with increasing numbers of offenders with co-occurring disorders of mental health and substance abuse. GAINS is an acronym that explains what the center will do. The center will:

- Gather relevant research data, innovative programs and key "experts;"
- Assess what's good, not so good and ineffective;
- Interpret the facts and create vehicles to apply what is learned;
- Network with service providers, self-help groups, researchers, etc.; and
- Stimulate the use of the results via technical assistance.

The project is funded by the Center for Substance Abuse Treatment (CSAT)

and the Center for Mental Health Services (CMHS). These agencies plus NIC and PRI constitute a partnership effort in which all parties have input regarding project design and focus.

The GAINS center began operations in September 1995 at PRI's headquarters in Delmar, New York. Since then, the center has received several requests for information and technical assistance.

The numbers of people with co-occurring problems of mental health and substance abuse is increasing throughout the criminal justice system. This three-year project will help agencies address the problem in a more coordinated and informed manner. During the first year of the project, special emphasis will be placed on women and juvenile offenders with co-occurring disorders. A GAINS Center Women's Pro-

gram Advisory Workgroup met in February to identify priorities and directions related to activities related to this population. Training will be held on May 28-31, 1996 in Washington, DC for representatives of jurisdictions that want to develop services for women with co-occurring disorders. Jurisdictions may send four to six persons, which must include representatives from the criminal justice, mental health and substance abuse treatment professions. Applications will be accepted until the end of April 1996.

To request an application or any information or assistance regarding offenders with co-occurring disorders, contact the GAINS Center at (800) 311-GAIN (4246). You may also write the GAINS Center at 262 Delaware Avenue, Delmar, New York 12054, or fax: (518) 439-7612. □

APPA Announces a New Victim Services Initiative

The American Probation and Parole Association (APPA) was awarded funds from the Office for Victims of Crime (OVC) to develop a *Compendium* of promising victim-related strategies and practices within probation and parole agencies. The primary purpose of the project is to identify innovative policies, procedures, and programs developed by individual probation and supervising parole agencies to respond to the needs of crime victims, and to encourage their replication through dissemination.

Across the nation, many probation and parole agencies are being required to provide victim services because of legislative mandates. Consequently, the manner in which these services are provided often is not left to the discretion of community corrections agencies, but is defined from the outside. This can lead to staff resentment and overburdened agencies. The dissemination of information on promising practices and programs will assist agencies in the proactive development of victim services in a systematic and logical fashion, allowing them to incorporate these extra duties in a manner that complements, rather than complicates, existing services and responsibilities.

This project will seek to increase and enhance services provided by probation and parole agencies to crime victims through the following objectives:

- identification of elements of exemplary victim-related community corrections practices;

- identification of probation and parole agencies which have implemented these elements; and
- development of a *Compendium* of selected practices and programs.

Persons interested in receiving more information about this project should contact Tracy Godwin, Victim Services Specialist, at the following address and phone number:

American Probation and Parole Association
c/o The Council of State Governments
P.O. Box 11910
Lexington, KY 40578-1910
(606) 244-8215 (office) • (606) 244-8001 (fax)
tgodwin@csg.org (e-mail)

Request for Information

APPA is requesting your assistance in the development of the *Compendium of Promising Victim-Related Practices and Programs Within Probation and Parole Agencies*. If you are aware of agencies that have implemented innovative victim-related community supervision practices, please send information and available materials to the above address. Please include the name, address and phone number of the program, as well as the name of a contact person. Thank you for your consideration and support.

Staff Safety: Some Theoretical and Practical Concerns

by Mario A. Paparozzi, Ph.D., New Jersey Department of Corrections
and Dennis Martin, New Jersey Administrative Office of Courts

For the past several years, both line staff and administrators have focused a great deal of attention on staff safety. Recently, APPA surveyed its national constituency to determine the most important professional issues. Not surprisingly, staff safety was at the top of the list.

Probation and parole officers, like many human service providers, are required to work in a variety of community settings. However, unlike most human service providers, probation/parole officers work with involuntary clients who have a known propensity for law-breaking behavior. It is precisely the involuntary and criminal behavior aspects of the client base that differentiates probation/parole officers from traditional caseworkers. To be sure, casework in probation/parole must be fairly rigid in monitoring client progress in conjunction with a case plan. When client behavior is inappropriate, the management of client risk to self and to the community becomes paramount.

Enforcement Function Issues

Implicit in management of client risk through strict accountability is the notion of enforcement which often requires that probation and parole officers conduct community investigations and maintain contact with probationers/parolees in high crime areas. Any viable probation/parole program must be in a position to constrain a client and minimize risk to self and community. Controlling a client can take many forms, such as mandating curfews, operating residential programs, or incarcerating violators. These latter factors can often become a potential source of conflict

between the client and those individuals who are part of the client's immediate social milieu. When a probation/parole officer fulfills this function, a social context is being constructed whereby the officer will be perceived by the community as an enforcer of the law. Once established, this social understanding of a probation/parole officer's role is difficult, if not impossible, to change. This is the case regardless of whether or not probation/parole agencies perform enforcement functions directly in a particular jurisdiction or broker those functions to law enforcement agencies.

Brokering Enforcement – Issues and Concerns

It is clear that law enforcement aspects of a probation/parole officer's job can either be performed in-house or be brokered to another agency. In fact, this important issue has framed the terms of debate in many circles as to whether or not probation/parole officers should carry firearms. Notwithstanding the controversial and sometimes divisive aspects of arming staff, policy decisions about how best to handle this function are contingent on such factors as staff expectations, desired agency outcomes, and the most effective and efficient means available for achieving the desired outcomes. The most significant consideration is the availability and willingness of outside agencies to accept responsibility for the enforcement function as it relates to probationers and parolees. In many jurisdictions typical law enforcement agencies (e.g., municipal police, sheriff's departments, etc.) are legislatively mandated to respond to risks posed by clients under some form

of community supervision. In other jurisdictions probation/parole agencies have traditionally been expected to "take care of their own" which usually involves performing a variety of risk management and law enforcement functions using agency staff. As a practical matter, the flexibility for probation/parole agencies to decide whether or not to broker or not broker enforcement functions is necessary to adapt operations to the local environment.

Safety Issues—National Impact of Parole and Probation

Problematic, however, is the fact that media depictions of probation and parole often result in popular misconceptions. As a case in point, one only need to consider different practices in any number of regions of the United States. For example, it has historically been the case that New York and Pennsylvania state parole officers have been armed. In fact, in New York, parole officers are mandated to carry a weapon while on duty. In Pennsylvania, state parole officers have the option to be armed. Delaware and New Jersey — two states that typically are included in media coverage for New York and Pennsylvania — have, until very recently, not armed state parole officers. Moreover, within states there are variations. For example federal probation offices and pre-trial service staff have the option to be armed while in certain instances state and local government agencies operating in the same jurisdiction do not arm. It is doubtful that the general public (probationers and parolees included) make significant distinctions between how probation/parole officers function in

one state or jurisdiction as opposed to another.

The foregoing context is particularly relevant in light of the high rate of violence in American cities and suburbs as well as violence perpetrated against symbols of formal authority. If probation/parole officers are perceived to be performing a law enforcement (i.e., police) role in the community, they may be at greater risk than would otherwise be the case. The importance of proper staff training and safety equipment is heightened to the extent that probation/parole officers are targets for violent acts. As previously noted, public perceptions of probation/parole officers have expressed disappointment with policies that prevent them from doing the job they think they should do. This kind of a situation is increasing in frequency, highlighting the need for a major rethinking of accountability for community supervision and strategies for fostering a safe work environment.

Staff Safety—Work Environment Issues

Staff safety concerns transcend law enforcement versus non-law enforcement issues. Common sense and practical experience indicate that the enforcement activities of parole/probation officers occupy only a very small portion of a typical work day, even during periods of unusually high violation activity. Indeed, many actual arrests of probationers/parolees take place in controlled office settings. As well, arrests take place in the field, they are often well planned in advance in order to reduce the level of staff exposure to potential harm. It is in the routine performance of their duties that probation/parole officers also have legitimate staff safety concerns.

Once the policy decision is made to pursue the most effective and efficient supervision strategies available to achieve specified outcomes, administrators must address staff safety concerns.

The range of safety options is very often overlooked. Instead, the discussion too often precipitously moves to the firearms issue.

Indeed, the firearms issue has been the subject of much discussion among professional bodies such as APPA, the American Correctional Association and others. A major concern which must be addressed is the matter of a probation/parole agency's current paradigms for doing business—in short, the ideology and theories that guide practice. Unfortunately, there has been a glaring lack of specificity regarding the strategies that should be employed in the community supervision process in order to achieve desired outcomes. To be sure, deficiencies in this area have produced a potpourri of results, some of which are more related to a circular maintenance of an offender population rather than a linear progression towards crime reduction.

The Potential Impact of Staff Safety Agenda on Officer Orientation

As a result of the confusion regarding which ideologies or theories are most appropriate, there is very often a void left that is too often filled by the various personal ideologies of staff at other tangible safety equipment increases the likelihood that agency personnel may redefine their functions, perhaps inappropriately, in terms of the equipment they possess. Often, the amount of training as well as attention that must be paid to detailed policies and procedures when a firearm is introduced in a probation/parole setting exceeds the attention given to specific state-of-the-art principles for doing the business of probation and parole. For all of these reasons, probation/parole agencies must be driven by specific, desirable results which shape agency culture about the work to be performed. Safety equipment should assist in achieving objectives rather than defining results and the ways they are to be achieved.

The debate over probation/parole officer safety equipment is often dis-

It is precisely the involuntary and criminal behavior aspects of the client base that differentiates probation/parole officers from traditional caseworkers.

cussed in a polarized fashion. For example, it is not uncommon to see conference themes and workshops presented in statements like, "Treatment versus Surveillance," or "Social Work versus Enforcement." This kind of thinking limits the full potential of probation/parole services as behavioral change and crime reduction strategies. Recently, Professors Todd Clear and Ed Latessa (1994) published an article on the need to integrate the treatment and safety functions of parole/probation officers. Similarly, Paparozzi and Gendreau (1994) have conducted some preliminary research on the effect of parole officer orientation on recidivism outcomes. These kinds of research agendas are interesting in and of themselves. Moreover, they are particularly relevant to the officer safety debate for their potential to dictate outcome expectations for probation/parole agencies. In this critical regard, the most important area to be addressed involves the question of how staff safety issues impact on probation/parole officer orientation and how all of this effects outcomes.

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APPA Announces . . .

Restoring Hope Through Community Partnerships: The Real Deal in Crime Control

A Handbook for Community Corrections

Introduction

The American Probation and Parole Association has released a new handbook on involving the community in efforts to control crime. APPA President, Rocco Pozzi, encourages the community-oriented approach advocated in this document stating, "by extending their professional knowledge and skills beyond the walls of probation and parole agencies, community corrections practitioners can serve as catalysts for community change. In return, they can gain the community's trust and support, and get help with their daily responsibilities." This article provides an overview of the manual and an introduction to the innovative community-oriented approaches being implemented in community corrections agencies across the nation.

Overview

Restoring Hope through Community Partnerships: The Real Deal in Crime Control begins with four guiding principles for involving the community in correctional programming. These principles serve as a foundation for empowering citizens to identify community problems and solutions to local crime. It then describes internal agency changes that must occur to successfully integrate the community in the agency mission and to facilitate role changes for community corrections professionals.

The handbook explores various techniques of community mobilization. Exercises, sample meeting agendas, and action plans are included as tools to get agencies started on the road to develop-

ing successful community partnerships. Strategies are provided for recruiting, training, and retaining volunteers who can be an invaluable resource for officers inundated with high caseloads and endless paperwork.

The Handbook closes with a true testament to the power of partnerships. Fifteen agencies have contributed articles describing innovative programs that span the boundaries of the criminal justice system. These programs, introduced below, capitalize on the synergistic effects of partnerships to achieve organizational goals and public safety objectives.

James E. Copple, President & CEO of Community Anti-Drug Coalitions of America (CADCA), stated "after reviewing the handbook, *Restoring Hope through Community Partnerships: The Real Deal in Crime Control*, I was both encouraged and challenged by the commitment of the American Probation and Parole Association to provide useful, hands-on material to its membership. This handbook dispels the myth that community collaboration is too difficult to achieve. This tool is a valuable resource for community corrections as well as other community-based organizations. It should be required reading by professionals and volunteers alike."

Program Highlights

The Utah Department of Corrections, Division of Field Services formed a Public Relations Committee comprised of personnel representing all levels and regions of the organization.

The committee's objectives were to educate the public and elected officials about the business of probation and parole and to promote a positive image of the Division. The committee developed a comprehensive public relations strategy involving the aggressive use of the media, the development of an informative video and a public relations packet, and community outreach through charity and volunteer work. This professional public relations campaign has enhanced the Division's image as a caring and concerned human service agency and has resulted in increased public support.

As members of the Juvenile Justice and Delinquency Prevention Commission, Superior Court Judge John Buffington and Chief Probation Officer Dave Lehman helped found the **Community Congress of Humboldt County**, a private, nonprofit organization designed to strengthen families and communities. "Town hall meetings" are used to help communities identify and resolve problems. Accomplishments include teen centers, parenting classes, and neighborhood watch programs. Chief Lehman sees his voluntary involvement with Community Congress as part of his Department's mandate to give attention to crime prevention measures. Community Congress demonstrates community corrections' ability to become empowered community partners.

The Wisconsin Department of Corrections, Division of Probation and Parole has been developing a model of neighborhood-based probation and parole supervision for approxi-

mately five years. It has been a dynamic process, constantly changing and growing to meet offender, officer, agency and community needs. Probation and parole agents are housed in community centers and apartment complexes in small, geographically defined neighborhoods with high concentrations of offenders. Agents have teamed up with neighborhood police officers and other community service agencies. Together, they conduct an extensive amount of field work and have a better understanding of the offender and the community environment.

Project Safeway of the Cook County Adult Probation Department in Chicago, Illinois is located in a high crime neighborhood on Chicago's west side. Project Safeway provides a range of educational and rehabilitative services to the 400 probationers residing in the neighborhood and to community members at large. This community-based probation center makes these services more accessible by "bringing probation back to the community." Project Safeway staff focuses on developing linkages with the community and making lasting changes in offenders' lives.

The Victim Offender Mediation Program operated by PACT, Inc., in Indiana, involves offenders, crime victims and the community in the restorative process by providing an opportunity for victims and offenders to meet face-to-face to negotiate restitution agreements and to discuss feelings associated with the crime. Trained community volunteers facilitate these meetings which are designed to personalize the crime and to hold offenders accountable. By involving victims and community volunteers in this program, PACT has increased the public's understanding of the criminal justice process and demonstrated a commitment to addressing victims' needs.

The South Carolina Department of Probation, Parole and Pardon Services developed a **Volunteer/Intern Services Program (VISP)** in May 1989. The department has developed a range of meaningful opportunities for citizens to get involved. Volun-

teers may choose to provide direct services to offenders by serving as literacy tutors, mentors, job developers, or group facilitators; or they may choose to perform administrative functions for the department. Volunteers also serve as Victims Service Specialists for the department's **Victim Services Program**, developed in 1989 to better meet the needs of crime victims. These volunteers are trained to provide education and support to victims throughout the community corrections process.

The Community Service Program within the U.S. Probation Office, Northern District of Georgia is an exemplary program which strives to hold offenders accountable and to restore the community for damages caused by the crime. Positive partnerships have been developed between numerous nonprofit agencies and the probation office due to a conscientious effort to match the offenders' skills and interests with the agencies' volunteer needs. This sentencing alternative and the volunteer services performed have resulted in the savings of millions of tax dollars and have enhanced the public image of the U.S. Probation Office.

The Community Corrections Advisory Committee in Multnomah County, Oregon is a statutory requirement of the Oregon Community Correction Act adopted in 1977. The Committee is comprised of a mix of criminal justice professionals and lay citizens. The Committee helps develop the county's community corrections plans and oversees its operations. Multnomah County's Advisory Committee is much more than a formality. The Committee is very involved in resource development and evaluation. The skills and expertise of citizen participants contribute to the quality and success of correctional services.

The Community Reparative Boards established by the Vermont Department of Corrections offer a different form of advisory board. These Boards are comprised of citizen volunteers who are responsible for meeting with an offender to determine appropriate reparative activities to be completed as part of the offender's sen-

tence to the Reparative Probation Program. These Boards are also responsible for recommending court action based on offender performance. Vermont's Reparative Boards provide a unique mechanism for involving citizens in the criminal justice process.

Partners Against Crime was developed to give the 36th District Court in Detroit, Michigan a viable sentencing alternative for first offenders. PAC is designed as an enhancement to traditional probation supervision where high caseloads restrict the time an officer can give to an offender. Volunteers are matched with offenders in a one-to-one relationship in which the volunteer assists the offender in developing and following through with a personal success plan.

Georgia Department of Corrections' Volunteer Mentoring Program is designed to provide a network of support for offenders being released from a probation detention center. Volunteers are matched with offenders prior to their release to facilitate the transition from custody to the community. Volunteers work closely with the field supervision officer to ensure compliance with the offender's terms of supervision. A comprehensive program model has been developed which recognizes the complex relationship that can develop between mentors, offenders, and officers.

The Oklahoma Department of Corrections in Enid, Oklahoma joined forces with several other community agencies to develop the **Family Center** and the **Community Learning Center**. The Family Center is designed to strengthen families and neighborhoods by connecting them with social services that address their needs. The Community Learning Center provides a continuum of education services. Both centers are accessible to the entire community, including criminal offenders who are now better served through expanded resources and an integrated approach to intervention.

The Maricopa County Adult Probation Department collaborated with civic and private sponsors to develop the **Frank X. Gordon Education**

Program, a literacy program for offenders and other community residents. This collaborative approach has resulted in a high rate of educational improvement among participating students, an increased rate of success on probation among participating students, and many honors for the Adult Probation Department.

The **Recidivist Prevention Program of Fairfax County, Virginia** was developed by Probation and Parole District 29 to provide intensive intervention to a targeted group of young offenders in an effort to break the cycle of recidivism. A consortium of agencies provides a multi-disciplinary approach to the identification of offender needs and treatment planning. Among these consortium members is the Offender Aid and Restoration Program which recruits, trains and monitors volunteers to serve as mentors to the offenders.

As part of a comprehensive restruc-

turing in 1992, the **County of Los Angeles Probation Department** established a **Community Relations and Communications Office** to enhance and support the probation department's involvement with the community. A significant component of this office is the **Volunteers In Service To Others (VISTO)** program. Each year, approximately 1,200 volunteers donate 150,000 hours to the Probation Department. Their contributions range from tutoring, counseling and religious programs in camps and juvenile halls, to casework assistance in the field as well as administrative assistance at the Headquarters.

Articles describing each of the above programs are included in the Handbook. Each article includes sample policies and procedures and excerpts from written program materials. The articles were written by program personnel who make the programs come alive by

reporting on the developmental process, experiential accounts from volunteers and offenders, program outcomes, and keys to success.

Target Audience

The handbook was specifically designed for community corrections professionals, from line personnel to directors. Daniel Nevers, a Field Supervisor with the Wisconsin Division of Probation and Parole, comments "corrections professionals working in the community know that the challenges are great, the pace is fast, and the only constant is change. This APPA publication highlights a selection of programs on the cutting edge, discusses the considerations for developing community programs, and identifies short cuts for those problem situations that are unavoidable in program development. This is a practical manual to be used for discussion, planning, and development."

Hope Taft, Co-founder of Ohio Parents for Drug Free Youth, suggests that in addition to being useful to probation and parole agencies, *Restoring Hope through Community Partnerships: The Real Deal in Crime Control* would benefit other groups involved in community-based efforts to change social norms: "It is well organized, highlights outstanding examples, gives the research that backs up its recommended approaches, and provides insight as well as forms to make organizing and maintaining a volunteer driven organization a manageable task."

The price of the handbook is \$30. To order your copy of the handbook, please complete the order form on page 43 and send it to: APPA, Attn: Publications Department, P.O. Box 11910, Lexington, KY 40578; OR call APPA at (606) 244-8207.

The research conducted for this handbook was supported under award #93-DD-CX-K023 and 91-DD-CX-K040 from the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice. Points of view in this document are those of the author(s) and do not necessarily represent the official position of the U.S. Department of Justice. □

Training and Technical Assistance for Developing Correctional Options

INTRODUCTION

Probation and parole agencies have experienced incredible growth and change over the past decade. Two salient trends in probation and parole are: 1) the development of correctional options designed to meet the varying risks and needs of a growing offender population; and 2) the development of support and quality control mechanisms for enhancing and evaluating community options. To encourage these trends, the American Probation and Parole Association (APPA) is pleased to offer agency-specific training and technical assistance opportunities to probation and parole agencies committed to the development, implementation, or the enhancement of correctional options programs.

CONTENT AREAS FOR TRAINING AND TECHNICAL ASSISTANCE

Performance-Based Measurement

Performance-based measures offer community corrections agencies and professionals a chance to define their true values and translate them into action and results. They show what an agency is doing to support their organizational mission and goals and how effectively they are doing it. They provide a basis for program modification and improvements and a mechanism for linking employee evaluation to the agency's mission. Training and technical assistance on performance-based measurement will focus on:

- clarifying agency values, mission and goals;
- identifying process measures that

determine if programs and practices are being carried out as designed;

- identifying outcome measures to determine the effectiveness of programs and practices; and
- developing a management information system around a system of performance-based measurements.

Agencies requesting assistance in this area should be familiar with the concepts presented in APPA's *Results-Driven Management: Implementing Performance-Based Measures in Community Corrections*.

Community Involvement

Involving the community in correctional options serves two major purposes: It expands the services, resources and support available to offenders and probation and parole agencies; and it provides an informal mechanism of control within the community. Through volunteer services, ties with local businesses and neighborhood awareness programs, probation and parole agencies can facilitate offender reintegration and enhance their chances of achieving the ultimate goals of any correctional option: reduced recidivism and increased public safety.

Technical assistance in this area will focus on:

- organizational changes required to effectively involve the community;
- community partnerships;
- public relations strategies;
- community mobilization tactics; and

- methods for volunteer recruitment and retention.

By involving community members in correctional options, they become aware of the benefits associated with successfully managing offenders within the community and of their important role in that success.

Agencies requesting assistance in this area should be familiar with the concepts presented in APPA's *Restoring Hope Through Community Partnerships: A Handbook for Community Corrections*.

Coordinated Interagency Drug Training

Through an interagency training program, or other on-site consultation, APPA can facilitate the development of partnerships between probation/parole and treatment agencies by:

- assisting agencies in identifying and clarifying their respective and shared goals and responsibilities;
- facilitating the sharing of information and expertise between probation/parole and treatment practitioners; and
- assisting with the development of a comprehensive interagency agreement aimed at improving services provided to drug and alcohol involved offenders.

Drug Testing

Drug testing training and technical assistance will be based on APPA's *Drug Testing Guidelines and Practices for Adult Probation and Parole Agencies* and will focus on:

- establishing defensible policies and procedures (i.e., testing schedules, instructions to offenders, and chain of custody procedures);
- selecting drug testing methodologies;
- developing offender selection procedures;
- applying effective intermediate sanctions for positive tests; and
- evaluating the drug testing program.

The effective use of drug testing complements correctional options designed for drug-involved offenders. It provides a powerful supervision tool by identifying drug and alcohol abuse, breaking through denial, and documenting agency treatment needs.

Intensive Supervision Programs

Intensive supervision programs across the nation are moving to a more balanced approach of intervention, surveillance and enforcement. APPA

developed a prototypical ISP based upon the balanced approach. Key components of the model include: a high risk/need target population; small caseloads; objectives-based case management; effective intervention; purposeful surveillance activities; a system of control and accountability (enforcement); a system of positive reinforcement; community involvement; and a method for ongoing program evaluation and modification.

APPA will design training and technical assistance to meet your specific ISP needs. Available services include:

- program assessment and recommendations for improvements;
- targeted technical assistance for the development or improvement of a specific program component; or
- training for personnel.

Agencies requesting assistance in this area should be familiar with the concepts presented in APPA's *Restructuring*

Intensive Supervision Programs: Applying What Works.

Intervening in Family and Domestic Violence

More domestic/family violence offenders are sentenced to community corrections than any other sentencing option. To do an effective job, community corrections professionals must understand the dynamics, victims, and perpetrators of family violence. The safety of victims and appropriate supervision and treatment of offenders are both important goals for community corrections. APPA can provide training and technical assistance to enhance the delivery of services to both victims and perpetrators of family violence by:

- conducting an agency needs assessment;
- reviewing current programs;
- guiding program development;
- conducting program evaluation; and
- training staff.

Request for Site Proposals

Bids are open for the APPA 25th Annual Training Institute 2000

Completed applications to host this Institute must be received by **May 10, 1996** in order to be considered. The Board of Directors will select this site at their meeting in Chicago, Illinois, June 30, 1996.

Any board member, affiliate group or state agency wishing to request consideration of a particular city for this Institute must complete an application to host it. In order to be considered by the Board of Directors, completed applications must be received at APPA by **May 10, 1996**.

Further information and applications may be obtained from:

Yolanda Swinford
American Probation and Parole Association
c/o The Council of State Governments
P.O. Box 11910
Lexington, KY 40578-1910
(606) 244-8194

Intervention with today's family violence offenders may interrupt the cycle of abuse and prevent new offenders from entering our criminal justice system tomorrow.

Agencies requesting assistance in this area should be familiar with the concepts presented in APPA's *Intervening in Family Violence: A Resource Manual for Community Corrections Professionals*.

Field Safety

The changing nature of the offender population and shifts in officer roles are contributing to a sense of increased danger among probation and parole officers. Ensuring safety is critical to officer satisfaction and performance

and to general agency effectiveness. Training and technical assistance in the area of field safety will focus on:

- identifying risks;
- developing policies and procedures for minimizing risk; and
- training on specific safety techniques (e.g., self-defense, environmental design, de-escalation skills).

Restitution and Other Economic Sanctions

Economic sanctions are popular methods for increasing offender accountability. Agencies apply a range of economic sanctions, the most common of which is restitution. Reimbursing vic-

tims for their losses through the payment of restitution serves a two-fold purpose: it promotes offender accountability, and it enhances the victim's sense of well being. Many agencies are imposing fines in response to technical violations and requiring offenders to pay user fees for services such as drug testing or electronic monitoring. The most recent innovation reduces costs to the offender in response to good behavior. Training and technical assistance in this area will focus on:

- the appropriate use of economic sanctions;
- collection procedures;
- responses to non-payment; and
- developing management information systems for data collection and report preparation.

OTHER TRAINING AND TECHNICAL ASSISTANCE

While expanding your agency's correctional options you may have identified an area in which your agency could benefit from training or technical assistance (e.g., day reporting centers, components of restorative justice, electronic monitoring, specific behavioral change techniques). Feel free to call APPA to discuss the possibility of training and technical assistance on topics not addressed within this article.

FOR MORE INFORMATION

Agencies are encouraged to contact Carl Wicklund to discuss the focus and timeframe of the training and technical assistance being requested.

Carl Wicklund
Training and Technical Assistance
Manager
American Probation and Parole
Association
P.O. Box 11910
Lexington, KY 40578-1910
Phone: (606) 244-8216
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APPA to Study Legislative/Judicial Perceptions of Electronic Monitoring

Is Electronic Home Confinement meeting the needs of your constituency?

That was the focus of a "60-Second Survey on Electronic Home Confinement" survey distributed to 2800 key stakeholders across the United States. The target population for the study consisted of state legislators, state judiciary committee chairs, attorneys general, members of county governing boards, municipal officials, federal judges, circuit and district judges, and juvenile and family court judges. A stratified random sample of 2800 participants was selected from more than 20,000 individuals in these various categories.

The purpose of the survey is to determine the perceptions of these key stakeholders on the effectiveness of electronic monitoring, when is the use of electronic monitoring appropriate, and what parties should be involved in determining whether or not to sentence an offender to electronic home confinement. The results of the research will assist corrections officials in es-

tablishing and/or modifying policies and procedures for an important intermediate sanction program.

The funding for the research was provided through a grant from BI Incorporated, a Corporate Member of APPA. Knowledge gained from the survey will benefit the entire electronic monitoring industry, as well as probation and parole agencies nationwide. BI's David Page stated, "The information gleaned from the research will help us to target our educational efforts to those who can further advance the community corrections profession. Increasing our understanding of stakeholder perceptions can help us inform legislators and judges about the cost savings and public safety benefits of electronic monitoring."

The principal investigator on the project is Dr. Harry Boone, an APPA research associate. The research findings are scheduled for publication in the Summer 1996 issue of *Perspectives*.

Innovative Fee Collection Project with Lockheed Martin IMS Approved for Los Angeles County

Lockheed Martin IMS announced the company will work with Los Angeles County Probation Department to test a range of innovative strategies for enhancing the monitoring of criminal offenders on probation and increasing the collection of money they owe their victims and the county.

Lockheed Martin IMS will help the department experiment with various operational, management and collection techniques, including:

- automated reporting technologies that will enable the department to increase its contacts with probationers;
- sophisticated tactics for collecting court fines, supervision fees and victims' restitution owed by criminal offenders;
- a centralized restitution office that would serve as a "one stop" support center for victims;
- periodic assessments of a probationer's ability to pay; and
- civil judgments that would hold probationers legally liable to pay the money owed to victims and the county.

"In partnership with Los Angeles County Probation Department, Lockheed Martin IMS will ensure that criminals are held financially accountable for their crimes – and that victims and taxpayers get the compensation they deserve," said Norm Early, Services Division, and the former district attorney of Denver, CO.

"Faced with budget constraints and a rapidly expanding caseload, the Los Angeles County Probation Department expects to benefit from Lockheed Martin IMS' technological and programmatic resources, as well as the expertise of the top-level managers the company has assigned to this project," said Barry Nidorf, the department's chief probation officer. "Using some of the company's innovative strategies, the department will be able to enhance its ability to deliver probation services and help pro-

bation officers keep in closer touch with the people they are responsible for supervising."

The county's approval of the probation project follows the enactment of state laws that strengthen local governments' ability to recoup costs incurred for probation supervision and victims restitution.

The project will require no capital costs for the county. Lockheed Martin IMS will be paid on contingency fees based only on the increased revenues it collects for the county, and from direct charges associated with electronic reporting by probationers. The company will charge no fee for collecting victim restitution, which could total tens of millions of dollars annually.

The company collects and distributes child support for the Los Angeles County District Attorney's Bureau of Family Support Operations, and is replacing the county's child support enforcement system with a more sophisticated program that will fully automate and streamline operations. IMS also has a contract with the Los Angeles County Sheriff's Department for developing a customized communications and operations system, and processing parking citations and payments.

IMS, headquartered in Teaneck, NJ, is a leading provider of data processing and systems integration services to more than 140 state, municipal and federal government clients, as well as the private sector. The company, a subsidiary of Lockheed Martin Corporation, has more than 40 offices in the United States and Europe and operates six lines of business: Criminal Justice Services, Children and Family Services, Transportation Systems and Services, Municipal Services, Integrated Solutions and Communications Industry Services.

For information about the project, contact Kevin Styley at (202) 414-3679. □