

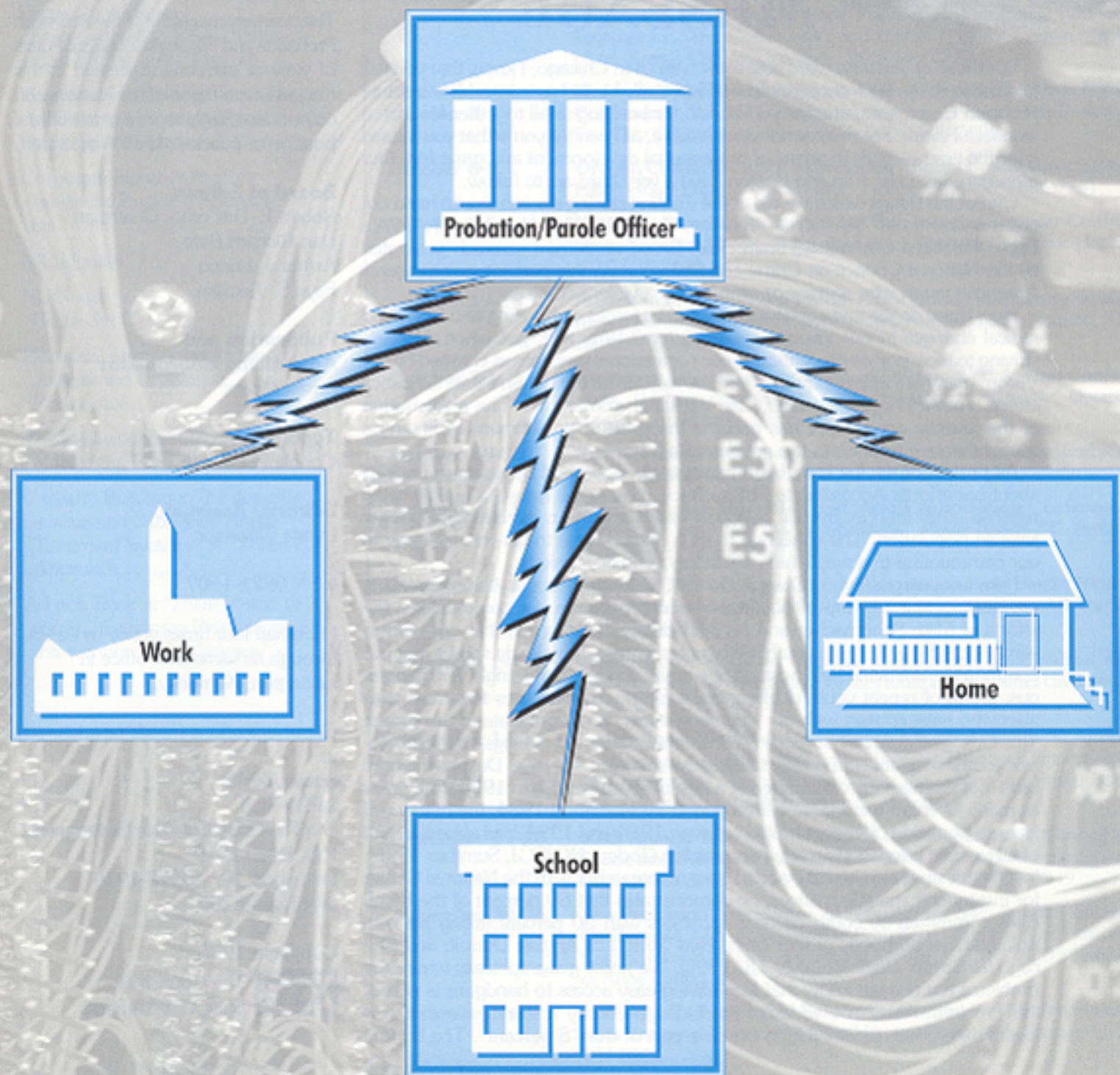


American Probation and Parole Association

Fall 1996

# PERSPECTIVES

## Electronic Home Confinement: An Evolving Alternative





## PRESIDENT'S MESSAGE

Rocco A. Pozzi

For those of you who were able to be with us in Chicago, I know that you will join me in thanking Nancy Martin and her staff, Linda Layton and her Institute Program Committee, and the APPA staff for bringing us all together for such a wonderful event. For those who weren't there, all I can tell you is that you missed a terrific time — both in terms of professional development and great fun. Our friends in Salt Lake City and Boston have a very hard act to follow.

One of the things which we did at the exciting closing session was to hand out buttons which said "99.995%." This was Carol McNally's (the chair of APPA's Public Relations Committee) brain child. Based on current research generated by the National Council on Crime and Delinquency, this percentage represents American youth who **were not** arrested for a violent crime.

How then, do we find ourselves besieged by forces demanding and legislating radical changes in our juvenile justice system? Why is it, just when APPA is striving to incorporate prevention in our professional practices as charged by our Vision, many are attempting to delete the word from the nation's juvenile justice efforts. An APPA staff member, Carl Wicklund, comments: "The politicization of the juvenile crime issue has become the greatest impediment to finding a comprehensive solution to the problem itself."

As professionals, we have been increasingly heartened by research findings about our efforts. According to FBI statistics, most crime rates are rapidly being reduced other than in juvenile handgun violence with an increasingly younger juvenile population. The challenge to us is finding ways to get this message to our communities in a way which will influence policy makers.

I am encouraged by an Orange County, California, study. Although clearly recognizing that a group of youth are causing havoc in our communities, the efforts of Mike Schunacher and his staff clearly demonstrate that our work is very successful with most youth. Although this research clearly shows that our communities are being held hostage by a small, though increasingly very dangerous, group of repeat youthful offenders, it clearly demonstrates that most juveniles who have contact with our juvenile systems do not graduate to this group. This Orange County experience is consistent with recent findings on these "violent youth" who are supposedly stalking the streets of America. Despite the hard facts that juveniles were murdered at a rate of seven per day in 1994, four times as many juveniles were killed with a gun in 1994 than in 1984, the number of juvenile homicide offenders tripled between 1984 and 1994, and almost a third of all juvenile killers had an adult accomplice (*Today*, NCJFCJ, Summer 1996). In a recent study conducted by Eric Lotke, a researcher with the National Center for Institutions and Alternatives, he demonstrates that 80 percent of the homicides committed by youth occur in six states with 30 percent taking place in isolated neighborhoods of four cities: New York; Los Angeles; Detroit; and Chicago (*Reporter Dispatch*, July 18, 1996). We know geographically where the problems are and we know that kids having easy access to handguns is part of the problem. Also, as a result of the Orange County research, we can now identify the youth most likely to become part of this "8 percent". The bottom

*continued on page 5*

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The Council of  
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## PRESIDENT'S MESSAGE

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line, however, is that it is evident that states that are taking better care of their children are experiencing less violent crime. Conversely, those states that are not statistically taking better care of their children, are experiencing the highest violent crime rates.

However, back to my question of why are we being forced to eliminate or reduce the very programs which are having an impact on the 92 percent of our juvenile population as demonstrated by our colleagues in Orange County?

The proposed Congressional Bill, the Violent Youth Predator Act, not only federalizes adult sanctions for juvenile offenders who are prosecuted in the federal courts but abolishes the only federal voice for juvenile justice for the last 22 years, the Officer of Juvenile Justice and Delinquency Prevention. As Lotke states, "The problem looks very different than one might expect, given what's being proposed."

If the goal of public policy in addressing serious violent crime perpetuated by juveniles is reducing some measure of recidivism or providing swift "just deserts" or "getting tough" after keeping dangerous children locked up after they are 21 or deterring crime in general, trying increasing numbers of children as adults will not accomplish any of these goals. I do not know of any reliable data, or even unreliable data for that matter, indicating that transferring juveniles to adult courts has been effective in reducing juvenile crime. Indeed, as I read some data recently gathered by Carl Wicklund, this particular "solution" has resulted in the following:

- tried as adults, children have a higher rate of recidivism than comparable children tried as juveniles;
- tried as adults, children reoffend sooner, reoffend more frequently, and commit more serious crimes when they do reoffend;
- sentencing in adult court takes longer than in juvenile court which refutes research demonstrating that the swiftness of a sanction is crucial to meaningful behavior modification;
- rates of conviction in adult courts

are lower than in juvenile court;

- tried as adults, many juveniles are released before they become 21;
- most juveniles are tried in adult courts have property or drug-related charges rather than charges reflecting serious, violent offenses or other offenses against persons;
- tough-sounding laws are a particularly ineffective deterrence, particularly with adolescents; and
- the results of current crime reductions efforts incarcerating increasing numbers of adult offenders are questionable and costly and are the same strategies being proposed for juvenile offenders.

The 1996 national public opinion survey edited by Flanagan and Longmire (*American View Crime and Justice*, 1996) tells me that, "Although Americans are somewhat ambivalent about rehabilitation for adult offenders, political rhetoric to the contrary notwithstanding, support for rehabilitation for juvenile offenders is still fairly high, and respondents consistently express(ed) a belief that juveniles should not be treated the same as adult offenders." Again, these findings are very consistent with the public opinion survey compiled a few years ago by the Edna McConnell Clark Foundation (*Crime and Punishment: The Public's View*).

In my conversations with several key leaders in our field, I agree with their views that we cannot become so cynical that prevention is viewed as a disdainful term or strategy that somehow represents a weakness in the fabric of our nation. If prevention or intervention is viewed as such, our children will grow to be the impulsive reactionaries who are the result of such a punishment based system. "Punishment in lieu of treatment," is not acceptable and potentially disastrous in terms of impact on our communities' safety and our public budgets. Prevention and intervention efforts provide the foundation for hope in our communities that we as an association have dared to put forth as our collective vision for the future.

There are no simplistic, immediate answers to the issue of crime but there are solutions. These solutions, however,

are complex and long term. APPA strongly supports the following:

- increasing the level of funding and support for juvenile justice initiatives and programs:
  - which are effective, humane, and supported by research
  - which develop and maintain a full continuum of sanctions and services demonstrating and supporting prevention, intervention, and advocacy
  - which develop the capacity to effectively manage and rehabilitate the most serious juvenile offenders using a continuum of services from secure institutions to community-based alternatives
  - which encourage research on current practices
  - which provide for training and technical assistance increasing the current capacity of the juvenile justice system
- getting behind initiatives like restorative justice which empower our communities to own and participate in juvenile crime solution where individual victims are the focus and where offender competency building is as important as offender accountability;
- supporting full implementation of initiatives like those outlined in QJDP's *Guide for implementing the Comprehensive Strategy for Serious Violent, and Chronic Juvenile Offenders* as well as initiatives for low risk juvenile offenders.

A recent *Research in Action* article on risk-focused prevention talks about communities that care. It clearly states that our job within our communities is "... to identify and reduce risks for crime and violence and to strengthen protective factors that inhibit violence in the community." This job takes some redefinition of our traditional role, but as that article ended, "... (this) is a much greater challenge than in the past, but doing so holds the promise of reducing crime in the long term." This is clearly APPA's challenge as directed by our Vision.

To request your free "99.995%" button, write to Buttons, c/o APPA, P.O. Box 11910, Lexington, KY 40578-1910. □

# LETTER FROM THE EDITORS

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

Welcome to the Fall Issue of *Perspectives*. This is a special emphasis issue whose central focus is on electronic monitoring (EM). EM warrants our attention since its use as a corrections option for probationers and parolees has grown substantially in recent years.

Our special emphasis begins with the report by Don Evans, Chairman of APPA's Past-President's Committee. His piece is actually the text of his testimony before the Ontario Standing Committee on Administration of Justice. His comments were presented in response to that province's decision to close a number of halfway houses and introduce an EM program for adult offenders.

Our special emphasis issue also includes several special features reporting the results of recent research studies on EM. Dr. Harry Boone, Research Associate with APPA, presents a summary

of the results of his study of the perceptions of judges and policy program. Based on these results, Dr. Boone recommends a number of approaches that practitioners and industry representatives can take to improve the effectiveness of EM as a corrections option.

The final special feature article on EM has been prepared by Dr. Alvin Cohn, Louis Biondi and Lesley Chickering Flaim. Our authors conducted a survey of EM programs in corrections across the country intended to inform their efforts to develop an EM evaluation instrument. This instrument could be self-administered by corrections agencies to evaluate their EM programming efforts on critical variables. These efforts have produced an evaluation instrument along with an evaluation guide that is available to interested corrections agencies.

Turning to our other regular features, our NIC Update discusses the agency's efforts to promote partnerships between corrections and police agencies to improve community crime control programs. Our NIJ News is a challenge to bring information technology to a field in which it is lacking and for which it holds substantial benefits—community corrections!

Forum has been contributed by Jim Wayne from the Department of Correctional Services in Davenport, Iowa. His article, "The Power of a Probation Officer," discusses the qualities that allow officers to positively influence the lives of those they supervise. Focus on Affiliates has been prepared by Ray Wahl and presents the plans of the Utah Corrections Association to serve as the host for the 1997 APPA Winter Training Institute in Salt Lake City.

Next, APPA is pleased to announce two companion training seminars regarding substance abuse treatment programs for juvenile offenders. These seminars were developed under a grant from the Office of Juvenile Justice and Delinquency Prevention and offer guidance to practitioners wanting to enhance treatment skills and programming.

We conclude this issue with highlights of the Annual Institute held in Chicago earlier this year. The highlights include the presentation of our award recipients. I am especially proud that Art Lurigio, one of the members of the Editorial Committee is an award recipient this year. Please contact Art or the other members of our committee with your comments and contributions for future issues. □

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*Mark Your Calendar!*

**1997 Winter Training Institute**

**Salt Lake City, Utah**

**January 5-8, 1997**

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# FORUM

## The Power of a Probation Officer

by Jim Wayne, Director, Seventh Judicial District, Department of Correctional Services,  
Davenport, Iowa

By the title of this article you might believe that I intend to discuss the meaning and implication of the powers and duties of a Probation Officer as set out by the Code of Iowa, Policies and Procedure, etc. That is not my intent. Rather, I want to discuss the real power of a probation officer. For the purpose

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**The actual, ultimate, and possibly the only real power of a probation officer is the power of persuasion.**

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of brevity and readability I will only make reference to probation or probation officer, but parole, parole officer, supervised pretrial, and pretrial counselor are implied as well.

First, it is important to identify the objective of probation, which is the outcome that the power of a probation officer is used to achieve. The objective of probation has always created considerable debate and discussion. Most of the concern centers on the issue of probation revocation and whether that is success or failure; whether it is judged as success or failure is determined by the objective of probation. Understandably, we want to avoid having any outcomes classified as failures, especially when we feel we don't have the resources or capability to totally affect or control the outcome. Unfortunately, we do experience failures, but need to acknowledge those failures, learn from those failures, and continue to try to reduce the number of failures. I think that the objective of probation must clearly state the desired

outcome of granting probation. It seems absurd to perceive that the objective could include revocation of probation resulting in incarceration, since incarceration could have been achieved at the time of sentencing. At sentencing, the intent of granting probation has to logically be that the offender will successfully complete the objective of probation. Certainly our belief in the likelihood of success varies from case to case; but nonetheless, the intent is to accomplish success. Some would argue that the objective of probation is to provide for public safety and that a probation revocation is a success because it furthers the objective of public safety. While I can't dispute the necessity of revocation or that revocations may enhance the public's safety, and that our overall goal is public safety, the simple fact is that the greatest public safety is achieved when a probationer lives a law-abiding life as a productive member of society from the date probation is granted for the rest of his life.

By now you most likely have concluded what I deem to be the objective of probation is that the offender granted probation live a law-abiding life as a good and productive member of society for the remainder of the probationer's life. Certainly, our measurement of that objective may have to be limited to counting successful completion of probation, non-criminal behavior for a number of years, etc., but our hope is that the probationer never commits another criminal act.

The role of the probation officer is to achieve the objective of probation with each offender. To accomplish that objective the probation officer must

apply and utilize a variety of skills, techniques, and resources in compliance with established policies and practices. But actually, what does a probation officer do the most with each and every probationer? The probation officer has limited contact with each probationer in relation to the probationer's total waking hours, can exercise some limited control of the probationer through requirements and conditions, and can take various actions when serious misconduct occurs. What every probation officer does the most with every probationer is talk. The effectiveness of a probation officer is not just talking, but rather the ability to co-communicate in an effective manner – to influence the future behavior of the probationer. In other words, the actual, ultimate, and possibly the only real power of a probation officer is the power of persuasion. That power comes from not just the ability to speak convincingly, dramatically, or elegantly, but rather by employing several related skills. Those skills include the ability to gather information, listen effectively, apply knowledge based upon available information, and to communicate effectively. The best probation officers must be able to do this and communicate in a manner that influences the probationer's behavior. Over time, I have observed many probation officers with probationers and with others, and I believe those that were able to use the power of persuasion effectively accomplish the objective of probation more often than other officers. When you give it some thought, the ability to influence another person with just words is **real power**. □



# FOCUS ON AFFILIATES

## Utah Correctional Association to Host Winter 1997 Institute

by Ray Wahl, Affiliate Liaison, Murray, UT

The Utah Correctional Association is busily preparing to host the 1997 APPA mid-winter conference. The host hotel, the Red Lion Inn, is located in a prime downtown location close to restaurants, entertainment and the Latter Day Saints Temple Grounds. January 5-8 should be a perfect time for those of you who ski to come in a few days early and experience "The Greatest Snow On Earth". The theme of the conference, "Connecting with the Community" is very appropriate given the spirit of volunteerism that Utah is

known for. Last but not least, you will not want to miss the Gala Event, within walking distance of the hotel, featuring the Disgusting Brother Band.

UCA had a very successful spring conference in St. George, Utah, that we will forego next year. The closing speaker, Denise Brown, told of her campaign to raise money for domestic violence programs, UCA presented a \$1,000 check to a safe house that is being built in nearby Cedar City.

With 750 members, UCA is a strong and financially sound affiliate organiza-

tion. We will be co-hosting the Western Correctional Association in Park City, Utah, September 30- October 2. Recognizing National Correctional Officer Week, we continue to have the governor present Pride Awards to those outstanding members who work in county jails, juvenile court, youth corrections and adult corrections.

We look forward to showcasing our professional organization to APPA members in 1997. It has been 10 years since we have been your host. □

### 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 Production Coordinator, *Perspectives* Magazine, P.O. Box 11910, Lexington, KY 40578, in accordance with the following deadlines:

<b>Spring 1997 Issue</b>	<b>December 12, 1996</b>
<b>Summer 1997</b>	<b>March 20, 1997</b>
<b>Fall 1997 Issue</b>	<b>June 20, 1997</b>
<b>Winter 1998 Issue</b>	<b>September 20, 1997</b>

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.

# Electronic Monitoring: Testimony to Ontario's Standing Committee on Administration of Justice

by Donald Evans, Chair, APPA Past-President's Committee

Bob Runciman, Solicitor General and Minister of Correctional Services in the Province of Ontario announced on October 3, 1995 that he would introduce an electronic monitoring program for adult offenders, and to finance this program, the province would close 25 halfway houses that housed 364 adult male offenders and 34 female offenders. The majority of the offenders were in the community on temporary absence (work release). Runciman noted that most offenders assessed as suitable for release under the temporary absence program can be effectively supervised by less expensive means without the provision of housing.

This decision was not without its critics and pressure was brought by the

halfway house providers and their supporters for an examination of this decision. This resulted in the Standing Committee on Administration of Justice of the Legislative Assembly of Ontario holding hearings relating to the impact of halfway house closures and the introduction of electronic monitoring. The hearings commenced on the 15th of April, 1996. Prior to the commencement of the hearings, the province's corrections department initiated its electronic monitoring program in January 1996 with the following objectives:

- release inmates into the community who have good potential for successful community integration, pose a minimal risk to the public, and have a constructive community plan consisting of full

time employment, school attendance, or other approved activity;

- provide an increased measure of control and deterrence by placing restrictions on the basic freedoms of movement and association;

- to use electronic monitoring as an alternative to other more costly forms of correctional supervision.

On May 6, 1996, I was asked to provide testimony before the Committee, representing the American Probation and Parole Association. This is the first time that APPA has had an opportunity to testify before a Canadian legislative committee. What follows is a revision of the remarks I made before the Standing Committee:

Thank you for the opportunity of commenting on the matter before the committee namely the record closure of 25 halfway houses and the development of electronic monitoring program for temporary absence release from provincial institution. Before I begin let me provide some information about the American Probation and Parole Association (APPA). We are a private, non-profit membership organization for community corrections professionals.

Currently, we have 3,500 individual members, 50 affiliate organizations representing 15,000 community corrections staff and 100 member agencies who represent a large number of community corrections agencies in the United States.

APPA conducts research on a variety of issues relevant to the field of community-based corrections and produces comprehen-

sive manuals and resource guides (e.g., intensive supervision, family violence, victims services, performance-based measurement). APPA serves as a clearinghouse by responding to oral and written requests for information. The association also publishes a professional journal, *Perspectives*, which contains articles on the latest field research, innovative programs, and supervision strategies. APPA also conducts national and regional training seminars and national training institutes offering workshops, special sessions and an exhibit showcase designed specifically for community corrections.

APPA in a recent publication *Restoring Hope Through Community Partnerships: The Real Deal in Crime Control* recommend four principles for effective community programming:

## Crime is a community problem

Statistics and theoretical foundations offer compelling arguments for making public education and citizen participation a priority in community corrections. Very little progress will be realized until

Don Evans

community corrections personnel and community members alike recognize the community's role in promoting and controlling crime.

### Informal social controls are the most effective method of reducing crime

By its very nature, the criminal justice system is limited in its ability to reduce crime; it is designed to respond after the fact. These legal boundaries place the responsibility for prevention with citizens who, through the exertion of informal social controls, are most effective in reducing crime. Applied research and program experience confirm this common sense approach to effective crime prevention and control.

### Community involvement should be encouraged to the maximum extent possible

Citizen ownership over the problems and solutions related to crime is in the best interests of offenders, community corrections agencies, and communities. This sense of ownership increases as people have more input. Therefore, citizen participation should not be limited to a single task or purpose, but rather it should be sought during the development stages and when ideas are needed on program and procedural improvements.

### Networking and collaboration are necessary to significantly impact crime and maximize agency operations

A unified and cohesive approach among community corrections agencies, other community service providers and citizens results in the efficient use of limited resources and their possible expansion. This translates into increased opportunities for successful offender reintegration and enhanced social controls.

The first comment I would make about the decision to close half-way houses and substitute electronic monitoring is related to the need to develop effective community networks for offenders. The possible loss of community agency support, through their boards and volunteers, etc., may be the more significant loss to community corrections in Ontario. APPA notes that in almost every jurisdiction in the United States, correctional agencies are seeking ways to enlarge community support and in this manner increase their operational capacity.

Secondly, in the United States there is a shift in the use of residential programs. The trend is towards more structured programming for offenders under community supervision and includes probation detention, restitution centers, attendance or day reporting centers, i.e., halfway-in programs. There has also been a move to develop halfway-back residential services for offenders committing technical violations of probation and parole. There is a decline in the use of community residential facilities for early release from prison.

Thirdly, the capacity of a correctional system to adequately

assess and classify its offender population is crucial to the effective use of correctional resources. The Ministry's use of the LSI-OR is consistent with the trend to identify the risk levels of offenders as well as the factors that, if addressed would lower the risk level and thus provide for enhanced public safety. It should also be noted, that the research in this area is consistent in demonstrating that resources are best used with offenders at higher risk levels than many who are now under community supervision. The research also shows that you get an opposite effect if you provide intensive services to lower risk populations, that is, you actually increase the risk of reoffending. More correctional agencies are beginning to take note of this research and design their interventions accordingly.

Fourthly, with regard to electronic monitoring, earlier research results were unclear about the effectiveness of electronic home confinement in reducing reoffending. Most of the studies suggested that offenders on electronic home confinement fared no worse than those serving other community sanctions.

Reoffending rates were improved when electronic monitoring was combined with other program interventions, for example, drug treatment for substance abuse offenders. There is evidence that electronic monitoring became more effective when combined with other rehabilitative programs. A recent ruling by the New York State Court of Appeals stated that conditions of probation such as electronic monitoring, must be "fundamentally rehabilitative" (*People vs McNair*, April 4, 1996). The court found that electronic monitoring could only be used to advance the offender's rehabilitation.

Most jurisdictions look to electronic monitoring as a means to reduce costs, and if used appropriately, it can be cost effective. However, using electronic monitoring with low risk offenders who could do as well on parole or other release programs undermines its ability to save money and leads to over provisions of services thus increasing costs. Also, as I noted earlier, providing intensive services, such as electronic monitoring to low-risk offenders has been found to increase recidivism rates further increasing costs. Electronic monitoring is cost effective when used on moderate and high risk offenders and coupled with appropriate correctional interventions that target specific criminogenic factors.

Correctional administrators often speak of prison beds as finite resources and argue that they should be used for those who need them most. Washington State Law and Justice Advisory Council in their report on offender placements in Washington State used the following metaphor to illustrate the dilemma facing correctional administration.

If the justice system were a capitalist economy, then the supply of offender placements would adjust to the changing demand, shortages would be short-lived, the competition would create innovation and cost efficiency. But, of course, the criminal justice system is not a capitalist economy. It is a loosely interconnected system of bureaucracies with responsibilities purposely divided between independent levels and departments of government.



Using the metaphor of a capitalist economy to help describe our system of offender placements has its limitations. On the other hand, it does provide some insight. For example, offenders are, in one sense, the consumers of the supply of offender placements, but they are not the purchasers. The purchase decision, the decisions about which offenders go to which placements, are made by police officers, crowns and judges. If those responsible for placement purchases were real consumers, they would make their choices and pay real money. But this is not the case. The placements do cost real money, but to the purchasers they usually are free. As in all situations where the decision to consume is divorced from its cost consequences, purchasers make decisions for reasons other than cost.

On the supply side, providers of offender placements often display attributes of centrally planned economies, including risk aversion, adherence to tradition, limited knowledge of consumer needs, and motivations unrelated to cost or quality.

The report notes that the challenge to government is to devise ways to allocate scarce resources in a way that is economical and that meets the objectives we as a society set for our system of offender placements. To accomplish this it will be necessary to balance short term and long term objectives. In the short term, police officers, crowns, and judges are concerned about the safety of the community and about other issues relating to how the criminal justice system works. In the long term the primary objective for our system of offender placements should be to help make our society safer and find ways of reducing reoffending.

To accomplish these aims it must be recognized that there are things that offender placements can do, things that they could do better, and things that they can't do. Recognition of what it is we are trying to accomplish and what it is that can be accomplished with offender placements is the foundation upon which a rational use of offender placements can be built.

The Ministry of the Solicitor General and Correctional Services in Ontario faces the same challenge, namely, how to rationally use their institutional capacity and community placements.

In conclusion, I would like to remind the committee that there

tend to be two approaches to the current crisis of crowding and limited resources in our correctional systems. The first approach adopts a population management strategy and seeks to find ways to return offenders to the community as quickly and as cheaply as possible. It focuses on offering only supervision strategies and stresses compliance. Its main concern is risk control and works on the short term but does little to reduce reoffending and thus fails to impact adequately longer term costs.

The second approach adopts an offender management strategy that seeks to restore the offender to the community. The concern here is with risk reduction and focuses on supervision combined with rehabilitation programs that aim to reduce reoffending thus impacting longer term costs to the whole criminal justice system.

APPA is finding that this latter approach is showing promise and that it is also more likely to be effective when done in partnership with local community agencies.

Improving the correctional system is a developmental process; any change must be designed to facilitate future reforms that will necessarily follow. If we are to improve our odds we need to simultaneously provide for lifestyle intervention, satisfy retributive concerns and provide for effective monitoring of offenders in community settings. This would be possible in Ontario through the appropriate use of electronic monitoring and treatment interventions done in partnership with community agencies.

Donald G. Evans

Chair, APPA Past-President's Committee

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Boone, Harry, (1996) "Electronic Home Confinement: Judicial and Legislative Perspective". *Perspectives*, (Fall 1996).

Fulton, Betsy, A., (1996) *Restoring Hope Through Community Partnerships: The Real Deal in Crime Control*, APPA, Lexington, KY.

Murray & Associates, M.M. Bell Inc., (1995) *The 1995 Capacity Study: Offender Placements in Washington State*, Seattle, Washington. □

## Publication Offer

The Vera Institute of Justice has released a valuable new publication:  
*Structured Fines: Day Fines as Fair and Collectable Punishment in American Courts.*

To order a free copy of *Structured Fines* or a catalogue of other Vera publications, call  
Vera's Communications Department  
(212) 334-1300.

# NIC UPDATE

by **Eduardo Barajas, Jr.**, Correctional Program Specialist, Community Corrections Division  
of the National Institute of Corrections

The Community Corrections Division of the National Institute of corrections (NIC) is continuing to promote community justice related work practices. In collaboration with the Police Foundation, an agency that conducts research on police practices and promotes innovations, NIC is promoting partnership working relations between police and probation/parole. NIC and the Police Foundation are planning to co-sponsor a small conference bringing together community corrections and police executives from jurisdictions who have established joint working relations. The goal of the conference is to discuss how these efforts can be expanded and improved. Participation will be by invitation from NIC or the Police Foundation.

The types of police/community corrections working relations that we promote favor efforts centered on community or problem-oriented policing. The goal of the work is not to arrest more probationers and parolees. This may nonetheless be an initial result as teams of police and probation/parole officers become more effective and efficient at catching violators who previously escaped detection from probation and parole agents working independently. The ultimate goal is to confront problems in communities beset with crime and violence. These efforts lead to more beneficial results for the community.

An example of this is Operation Nite-lite in the Roxbury section of Boston, MA. This is a joint venture of the Boston Police Department and the Probation Department of the Dorchester Court. Police and probation officers, working jointly, address community concerns related to youth violence. Joint patrols check for curfew and other violations of probation. Officers work with parents to help them reassert parental control.

There are other similar partnership relations throughout the country. Partnerships often include other community elements such as schools and churches.

This enables citizens and community organizations to have a voice and actively participate in creating and maintaining safer communities. NIC's Community Division has supported several technical assistance events supporting these types of working relations and as a re-

sult, more of them are developing in various jurisdictions.

NIC and the Community Corrections Division will continue to support this type of work as part of our overall effort to promote changes toward community justice strategies. □

## CALL FOR PRESENTERS

**American Probation and Parole Association**

**22<sup>nd</sup> Annual Training Institute**

**Boston, MA – August 17-20, 1997**

The American Probation and Parole Association (APPA), is pleased to issue a call for presenters for the 22<sup>nd</sup> Annual Training Institute. The Institute is scheduled to be held in Boston, MA, August 17-20, 1997. Institute participants include community supervision, corrections and law enforcement personnel, the judiciary, treatment providers, criminal justice researchers and others interested in the field of community justice.

Presentation may be related to the following topics:

- Community Justice Initiatives and Innovations
- Empowering Staff to Improve the Community Supervision and Corrections Process
- Program Specialization's in Community Supervision and Corrections
- Technological Innovations
- Population Diversity and Community Corrections Supervision Strategies
- Sentencing Strategies/Sentence Matching and the Judiciary
- Multi-Agency Collaboration/Interdisciplinary Participation in Community Supervision and Corrections
- Consumer-Driven Community Supervision Programming
- Post-Incarceration Supervision Strategies
- Juvenile Justice Sentencing and Programming Strategies
- Leadership in the Community

The suggested topics are not all-inclusive. Other topics related to the field of community supervision and corrections are acceptable. Specialized tracks for law enforcement and institutions are also being organized by the NECCD.

**Submission Guidelines**—Persons wishing to be considered for conducting a presentation at the 22<sup>nd</sup> Annual Training Institute should forward a one-page summary of the proposed topic. The summary should include a presentation title, along with the names and complete mailing address of all proposed faculty. Summaries need to be received no later than November 1, 1996. Presentation summaries may be mailed or faxed to:

Dot Faust, APPA Program Chair  
Adult Probation, Maricopa County  
111 South 3<sup>rd</sup> Avenue, 3<sup>rd</sup> Floor  
Phoenix, AZ 85003  
602-506-3697 • Fax: 602-506-5952

The one-page presentation summary should be accompanied by a brief resume or vitae on each presenter. Ideally, a presentation panel should consist of two to three persons. Annual Institute program track committee members will contact the person who nominated the workshops(s) to indicate their selection for the Institute. Please note that it is the APPA policy that, regrettably, expenses and fees associated with participation cannot be reimbursed.

Please call Dot Faust at 602-506-3697 if you require additional information regarding this call for presenters.

# NIJ NEWS

## Gotta Get IT

by Edwin Zedlewski, National Institute of Justice

Even the most isolated American is aware of how rapidly automation has been advancing. Processor speeds double every two years and prices decline with every model. IBM cards have given way to turbo mice and our kids aren't even sure who IBM is anyway. Computation has migrated from massive mainframes to home entertainment centers in just ten years. I am writing this article in an airport with a laptop computer that has more raw power than the entire Houston Space Flight Center when we put a man on the moon in 1969.

Software has moved along at an equally rapid pace. The world of computers used to belong to professional programmers. Degrees in computer sciences barely existed twenty years ago. Now we watch our kids surf the Internet while we edit our memos on word processors and file our recipes in data management packages. The richest man in America is a former computer programmer.

As science of computing has moved far and fast, it has had the effect of making some of us fall further behind. Community corrections computing was in the Dark Ages five years ago. It's moving forward so slowly that it's actually slid backwards into the Stone Age. Corrections managers need to get IT — Information Technology — before it gets them.

What is information technology? It's the combination of hardware, software, and management policies that one uses to acquire, maintain, and utilize information. Corrections managers have tended to treat IT in the traditional mainframe context — a bunch of hardware that sits in a special facility somewhere with a bunch of techies buzzing around it. Not so today. IT is an inte-

gral part of the workspace. IT sits on our desks. IT's also sitting in our rec rooms at home and IT's connected to our telephones. There are no techies around. It's just us folks.

Modern IT is largely off-the-shelf. Unless you're building networks, programmers and systems analysts are not going to appear at your office door and custom design a system for you. Users must decide themselves what they want to automate, go to a store, ask a few questions, and take the stuff back to the office. You gotta go get IT today.

If the lack of personal contact is the bad news, the good news is that IT is now cheap and highly accessible. Virtually every productivity enhancement an individual needs is commercially available and comes with exceptionally friendly manuals. On the hardware side, anyone can buy a super PC system today for a little over \$2,000 including a CD reader. Don't skimp — you'll regret it. Special features and excess memory capacity soon succumb to the ingenuity of the software entrepreneurs out there who have utilized every capability that manufacturers have devised. Above all, get the CD reader and, for some users, a modem for an internet connection.

As for software, erase all notions of giant data bases in the sky. That's Stone Age thinking: it envisions staff feeding the corporate data monster. Invert that notion and think about data help staff. Look at what probation officers need and buy stuff that helps them do it.

Start with software that aids every officer handling caseloads — contact managers. Every commercial salesman in America maintains contact lists in one form or another. Not surprisingly, the software market has met their needs with very friendly electronic file systems

that maintain client characteristics, last meetings and future ticklers, as well as copious ways to add miscellaneous notes. This kind of software seems ideal for managing caseloads. It requires no training and is fairly inexpensive. Recent versions of contact managers also feed their individual records into major data management packages, so individual officer files quickly help us build agency data bases for management review and analysis.

One of the more mundane and most useful PC applications is a forms generator and manager package. Staff and secretaries will bless a manager who alleviates the drudgery of typing forms. These packages simplify data entry, print the requisite forms, and keep the entries in a data base. Notice how doing things that make individuals more productive also makes agencies more productive by generating a data base? If you learn how to connect staff reporting to data base management software, you'll not only produce important management information; you'll also start eliminating those aisles filled with file cabinets full of handwritten reports that nobody wants to dig through.

Task schedulers and organizers are another group of management tools. We rarely see giant wall charts these days, but we need to be even more capable of monitoring project phases and work team progress given increased emphases on risk management and special programs. Agencies that don't use financial management packages, whether they refinance analysis systems or just spreadsheets, are not managing their budgets efficiently.

After mastering some of these fundamental IT applications, consider mapping software to identify where cli-



ents are concentrated. Do it by risk level, program participation, or whatever other stratification's of client bases seems important. Guess what? You'll probably be able to pull addresses off that data base you built from your staff contact reports.

All of the applications mentioned above can be applied at the individual staff level. In order to share certain IT resources among staff and to merge staff reports most efficiently, you'll be forced to network your PCs. If you network high quality printers wisely (meaning not so few that staff spends a lot of time walking from their desks to print stations), you can buy better, faster printing. Similarly, one can centralize office records join a network and link the outputs from individual work stations electronically. Because most software vendors require the number of licenses you need to equal the maximum number of concurrent users rather than the total number of users, NIJ saves a fortune by posing certain kinds of software (graphics, spreadsheets, stat packs, etc.) on the network and tracking how many staff are using the programs at any given time. Networking requires technical help. Research your needs carefully, but it is generally foolish to scrimp on network hardware given how cheap additional capacity has become.

One last plea: get on the Internet. The Internet is the most significant IT advance since Gutenberg created moveable type. The Internet links every piece of information on this planet, starting from major academic libraries and moving to technical sources, and weekly magazines.

Probation officers can reach other members of the progression and share thoughts, problems, and solutions. Bring your laptop PC and your Internet connection on the road, and you'll make those guys with the cellular telephones look like shoe salesmen.

How must community corrections leaders act? First and foremost, probation and parole executives need to believe in IT and make financial com-

mitments in practice to reap its benefits. Managers must decide that IT investments have priority over hiring the next case officer. Managers must assume leadership: effective IT requires 100 percent participation, starting at

the top. I became a regular E-mail user the day a high-ranking justice official asked my why I hadn't responded to his E-mail. If the boss doesn't lead the way in IT, staff won't do their part either. □

# Electronic Home Confinement: *Judicial and Legislative Perspectives*

by Harry N. Boone, Jr., Ph.D., Research Associate, American Probation and Parole Association

This research project was made possible by a grant from BI Inc.

## Introduction

As corrections populations and costs skyrocket, policymakers will look to the development of more cost efficient ways of managing offender populations. The key to successful implementation of correctional options is the acceptance and support of key stakeholders, especially judges, state legislators, and city/county governing officials, as well as a "buy in" by the practitioners themselves. Good communication among the actors and agencies about the capabilities and limitations of sentencing options is essential (McGarry, 1993). Throughout the process consensus within the criminal justice system and a broad level of support from external constituencies is needed. Educating the public and building links to these external constituencies are necessary aspects of that process (Krauth, 1993).

Electronic home confinement has surfaced as one correctional option that is receiving increased attention. On January 1, 1995, the Criminal Justice Institute, Inc., reported 28,292 probationers on electronic supervision in the United States (Camp & Camp, 1995), an increase of 20,614 (368%) since January 1, 1993 (Camp & Camp, 1993). While these numbers tend to support the viability of this option, there are questions as to whether electronic home confinement has achieved its full potential as a correctional option. Limited stakeholder support and understanding is perceived as one barrier to its effective implementation. This article provides a summary of the results from a recent study of the perceptions of judges and policymakers about the viability of electronic home confinement.

## Statement of the Problem

Since 1980 the total estimated correctional population has risen 179% from 1.8 million in 1980 to 5.1 million in 1994 (BJS, 1995). The trend includes a 213% increase in the prison population, a 213% increase in the parole population, and a 165% increase in the probation population. The dramatic increase in the offender population has left prisons operating beyond capacity (Maguire & Pastore, 1995). Day reporting centers, intensive supervision, house arrest, boot camps, specialized caseloads, and electronic monitoring programs have been developed to supervise the increasing numbers of offenders diverted from prison/jail. These have enjoyed varying degrees of support from stakeholders.

If one believed the political rhetoric, it would be safe to assume that the American public wants tougher penalties for convicted criminals including increased use of prison sentences. However, in a 1992 national public opinion poll, Tilow (1992) found that four out of five Americans favored community corrections over prison for non-dangerous criminal offenders. Similar results were obtained from studies in Pennsylvania, Delaware, and Alabama where, after learning about the availability of alternative punishments, a clear majority in all three states favored non-prison sanctions for nonviolent offenders (DiMascio, 1995). A more recent study by Doble Research Associates in which 92% of Oregonians were found to favor alternative punishments for nonviolent offenders demonstrates the stability of this public support (DiMascio, 1995).

"Not only is there evidence that the public holds rather favorable attitudes

toward alternatives to incarceration for some offenders, there is also research that indicates policymakers are not always attuned to public attitudes toward punishment in general and alternatives to incarceration in particular" (Brown & Elrod, 1995, p.337). Since this perception is often translated into public policy, it is critical that the attitudes of key stakeholders are assessed, understood, and used as the basis for educating them on the attributes of various correctional options.

The only study to date that attempts to determine attitudes about electronic home confinement was conducted by Brown and Elrod (1995) in their 1993 study of 1000 households in Oneida County, New York. They found the following:

- Ninety-two percent of the respondents were in favor of using electronic house arrest as a criminal sanction.
- Only 15% believed "serious" offenders could be placed on electronic house arrest. (A "serious" crime was defined as stealing or damaging property worth more than \$1000 or committing a personal crime requiring medical attention.)
- Fifty-four percent indicated electronic house arrest could be used after an offender has served time in jail or prison, however, only 31% felt electronic house arrest should be used in lieu of incarceration.
- Nearly 94% of the respondents did not believe that electronic house arrest violated an offender's privacy.

Thus the authors concluded that the public supported electronic home arrest, with certain contingencies attached regarding the categories of offenders for whom it will be used (Brown & Elrod, 1995).

## Questions Under Study

The purpose of this national study was to gather baseline information on the opinions of judges and policymakers on practices and issues relating to electronic home confinement. Policymakers included state legislators, city/county governing officials, and state attorneys general. Judges included federal and state court judges, both adult and juvenile, who preside over bail hearings and criminal sentencing.

For the purpose of the study, the following research questions were posed:

1. How familiar are key stakeholders with electronic home confinement?
2. In the opinion of key stakeholders, do local statutes favor or restrict the use of electronic home confinement?
3. How do key stakeholders rate electronic home confinement on: rehabilitation, punishment, public safety, cost effectiveness, and reliability?
4. In the opinion of key stakeholders, what offenses and offender populations are appropriate for electronic home confinement?
5. What are the main reasons key stakeholders gave for supporting or opposing electronic home confinement?
6. In the opinion of key stakeholders, what parties should influence the decision as to whether or not to sentence an offender to electronic home confinement?
7. In the opinion of key stakeholders, what should be the primary goal of electronic home confinement?
8. How do key stakeholders view the future of electronic home confinement?

In addition, the study allowed the comparison of judges' and policymakers' opinions of key issues relating to electronic home confinement. A final area of study involved an examination of differences in how judges and policymakers view electronic home confinement as their level of familiarity varies.

## Methodology

### Identification and Selection of Population

The target population was sub-

divided into the following categories: state legislators, state judiciary committee chairpersons, state attorneys general, members of county governing boards, circuit/district judges, juvenile and family court judges, federal magistrates, and federal judges. The following sources were used to obtain mailing lists: The Council of State Governments, National Association of Counties, The National Directory of Children, Youth, and Family Service, and the United States Court Directory. A stratified random sample of 2800 individuals was selected from more than 22,000 individuals in the target population. The randomly selected lists were reviewed for duplications (between groups), and correct, complete addresses. As a result, 32 of the original 2,800 individuals were removed from the sample. An additional twenty-three surveys were returned by the U.S. Postal Service. This left a sample of 2,745 individuals.

### Contact Procedures

A cover letter, questionnaire, and a self-addressed stamped envelope were sent to each member of the sample population. The cover letter stressed the importance of each survey being returned to maximize the representativeness of the study. A deadline was identified for the return of the questionnaire. Non-respondents to the first mailing were sent a second cover letter, questionnaire, and self-addressed stamped envelope. A final completion deadline was established.

Eight hundred and forty-nine useable responses were received for an overall survey response rate of 31%. Response rates for each stakeholder group are reported in Figure 1.

## Findings

### Familiarity with Electronic Home Confinement

Survey respondents were asked to rate their familiarity with electronic home confinement on a scale of 1 to 5 with 1 representing "never heard of it" and 5 representing "very familiar." The

Figure 1

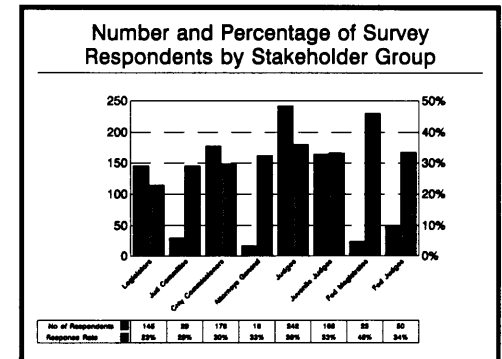
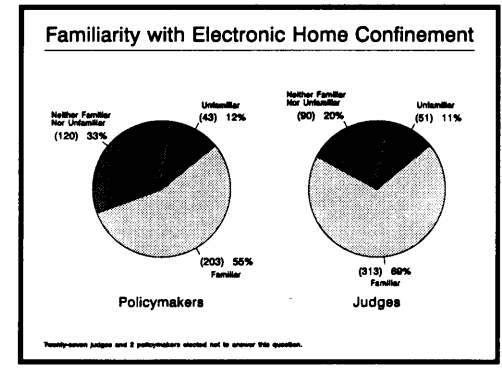


Figure 2



average response was 3.93 for all survey respondents, 3.65 for the policymakers, and 4.15 for the judges. The difference in the means for the two groups were statistically significant at an alpha level of .05.

The responses were grouped in the following manner for the next data analysis process: 1 or 2 — not familiar, 3 — neither familiar nor unfamiliar, and 4 or 5 — familiar. Fifty-five percent of the policymakers and 69% of the judges indicated they were familiar with electronic home confinement (see Figure 2). Only 12% of the policymakers and 11% of the judges indicated they were not familiar with it.

### Statutes Favor/Restrict Use of Electronic Home Confinement

Survey respondents were asked if statutes in their jurisdictions favored or restricted the use of electronic home confinement. The responses were



Figure 3

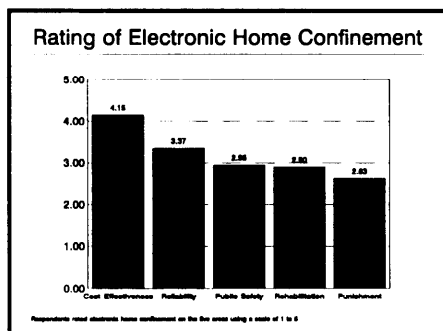


Figure 4

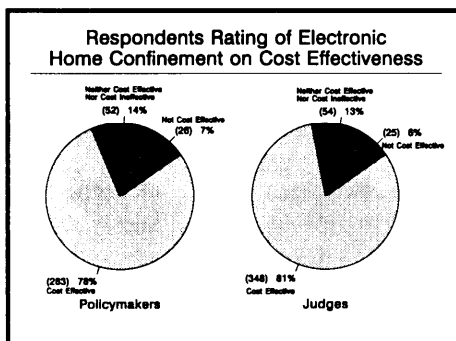


Figure 5

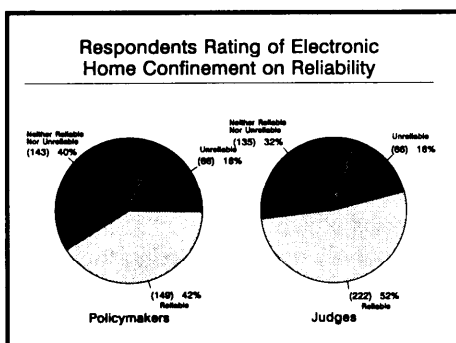
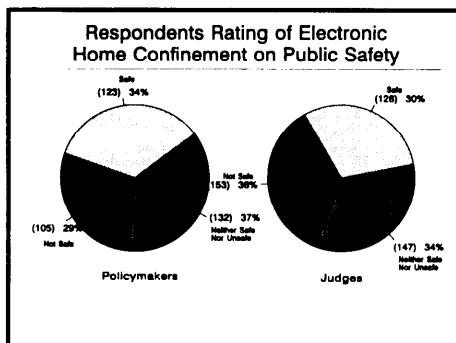


Figure 6



grouped in the following manner: 1 or 2 — restrictive, 3 — neither favorable nor restrictive, 4 or 5 — favorable. Fifty-six percent of the respondents indicated statutes were favorable toward the use of electronic home confinement. Only 7% of the respondents felt their statutes were restrictive. Policymakers (10%) were more likely than judges (4%) to indicate that electronic home confinement statutes were restrictive.

#### Rating of Electronic Home Confinement on Key Factors

Survey respondents were asked to rate electronic home confinement on: rehabilitation, punishment, public safety, cost effectiveness, and reliability.

- On a scale of 1 to 5 with 1 being "not cost effective" and 5 being "very cost effective," the average rating for the cost effectiveness of electronic home confinement was 4.15.

- On a scale of 1 to 5 with 1 being "not reliable" and 5 being "very reliable," the average rating for the reliability of electronic home confinement was 3.37.

- On a scale of 1 to 5 with 1 being "not safe" and 5 being "very safe," the average rating for the safety of electronic home confinement was 2.95.

- On a scale of 1 to 5 with 1 being "not effective" and 5 being "very effective," the average rating for the effectiveness of electronic home confinement was 2.90.

- On a scale of 1 to 5 with 1 being "lenient" and 5 being "severe," the average rating for the degree of punishment of electronic home confinement was 2.63 (see figure 3).

Responses for cost effectiveness were grouped in the following manner: 1 and 2 — not cost effective, 3 — neither cost effective nor cost ineffective, 4 or 5 — cost effective. Seventy-eight percent of the policymakers and 81% of the judges rated electronic home confinement as cost effective (see figure 4).

Responses for reliability were grouped in the following manner: 1 and 2 — not reliable, 3 — neither reliable nor unreliable, 4 or 5 — reliable. Forty-two

percent of the policymakers and 52% of the judges rated electronic home confinement as reliable (see figure 5).

Responses for public safety were grouped in the following manner: 1 and 2 — not safe, 3 — neither safe nor unsafe, 4 or 5 — safe. Thirty-four percent of the policymakers and 30% of the judges rated electronic home confinement as safe (see figure 6).

Responses for rehabilitation were grouped in the following manner: 1 and 2 — not effective, 3 — neither effective or ineffective, 4 or 5 — effective. Thirty-two percent of the policymakers and 26% of the judges rated electronic home confinement as effective at rehabilitation (see figure 7).

Responses for punishment were grouped in the following manner: 1 and 2 — lenient, 3 — neither lenient nor severe, 4 or 5 — severe. Twenty percent of the policymakers and 21% of the judges rated electronic home confinement as severe punishment (see figure 8).

#### Appropriate Crimes for Electronic Home Confinement

Respondents were asked to rate the appropriateness of electronic home confinement for nine general offense categories. A scale of 1 to 3 with 1 representing "never," 2 representing "sometimes," and 3 representing "always" was used. The average responses ranged from 2.14 for traffic offenses to 1.24 for violent offenses (see figure 9).

Many respondents indicated that offenders convicted of violent offenses (81%), sex crimes (57%), domestic violence (39%), and drug offenses (27%) should **never** be considered for electronic home confinement.

Many respondents indicated that offenders convicted of traffic offenses (28%), misdemeanors (19%), property crimes (15%), and DUI (12%) should **always** be considered for electronic home confinement (see figure 10).

#### Reasons to Support/Oppose Electronic Home Confinement

Respondents were asked to select the

main reason(s) they support or oppose the use of electronic home confinement. The top four reasons selected were to: reduce jail/prison crowding (68%); allow offenders to work (64%); provide cost effective alternatives to jail/prison (64%); and maintain the family unit (43%) (see figure 11).

The three leading reasons selected for opposing the use of electronic home confinement were: public safety is threatened (28%), it is too lenient (26%), and the technology is unreliable (12%) (see figure 12).

#### *Stakeholder Opinions in Decision to Use Electronic Home Confinement*

Various stakeholder groups are involved in the decision of whether or not to sentence an offender to electronic home confinement. Respondents were asked the importance of various stakeholders' opinions in the decision process. The responses were coded on a scale of 1 to 3 with a 1 representing "not important," 2 "somewhat important," and 3 "very important." Respondents rated the opinions of judges (2.84) and probation and parole officers (2.63) as very important in the decision of whether or not to sentence an offender to electronic home confinement (see figure 13).

#### *Goals of Electronic Home Confinement*

Respondents were asked to rank four primary goals of electronic home confinement on a scale of 1 to 4 with 1 being "most important" and 4 being the "least important." The four goals were to rehabilitate the offender, to punish the offender, to reduce costs, and to protect the public. Judges and policymakers were consistent in their ranking with protection of the public rated as the most important followed by reducing costs, rehabilitation of the offender, and punishment of the offender (see Figure 14).

#### *Future of Electronic Home Confinement*

Respondents were asked to use a scale of 1 to 5 to express their opin-

ions on the future of electronic home confinement. The responses were grouped with 1 or 2 coded "no future," 3 representing "here to stay," and 4 or 5 indicating electronic home confinement "will grow." Sixty-three percent of the judges and policymakers felt electronic home confinement would grow in the future (see Figure 15).

#### **Differences Between Levels of Familiarity with Electronic Home Confinement**

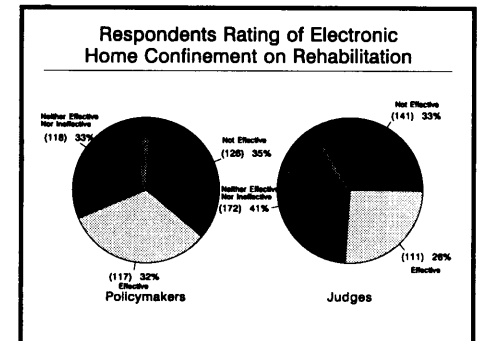
Analysis of variance statistical procedures were used to determine if differences in responses could be attributed to the level of familiarity with electronic home confinement. The more familiar respondents were with electronic home confinement, the more likely they were to indicate that:

- electronic home confinement was not restricted by statutes in the jurisdiction;
- electronic home confinement provided for the rehabilitation of offenders;
- electronic home confinement was a severe punishment;
- electronic home confinement provided public safety;
- electronic home confinement was a cost effective correctional option;
- electronic home confinement was a reliable correctional option;
- electronic home confinement was appropriate for offenders convicted of domestic violence and property offenses;
- opinions of judges and probation/parole officers were very important in determining whether or not to sentence an offender to electronic home confinement; and
- electronic home confinement would grow in the future.

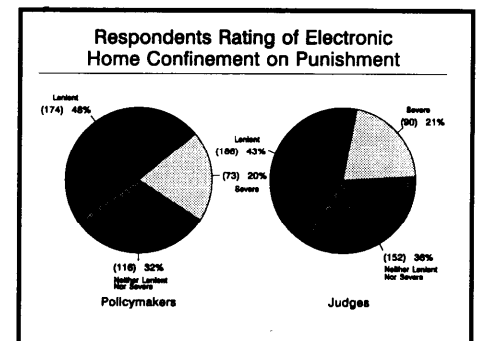
The more familiar respondents were with electronic home confinement, the less likely they were to indicate that:

- opinions of the public, special interest groups, and law enforcement were very important in determining whether or not to sentence an offender to electronic home confinement.

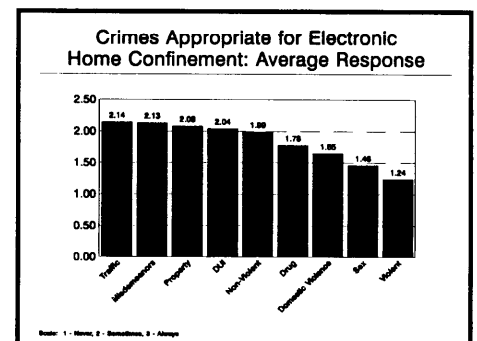
**Figure 7**



**Figure 8**



**Figure 9**



**Figure 10**

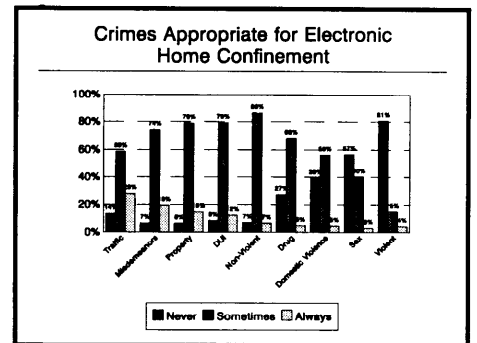


Figure 11

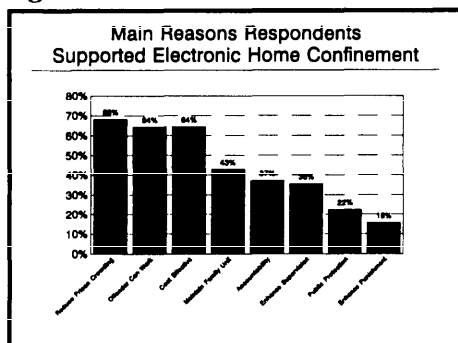


Figure 12

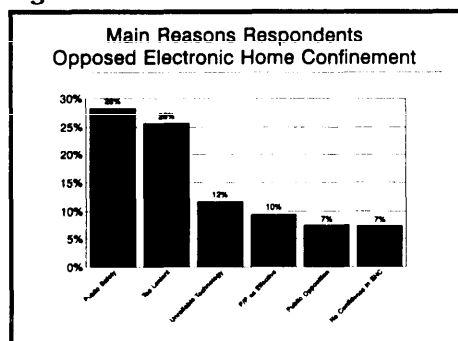
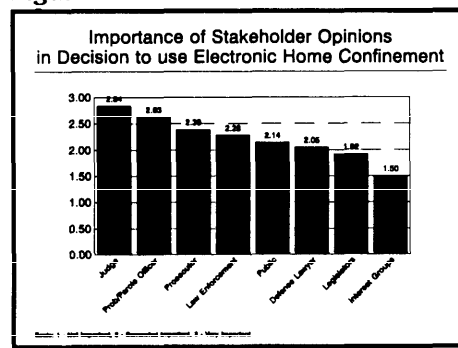


Figure 13



## Conclusions

**1. The majority of judges and policymakers were familiar with electronic home confinement.** Fifty-five percent of the policymakers and 69% of the judges were familiar with electronic home confinement.

**2. Judges and policymakers did not feel electronic home confinements statutes were too restrictive.** Only seven percent of the respondents indicated electronic home con-

finement statutes were too restrictive.

**3. The majority of judges and policymakers indicated that electronic home confinement was cost effective and reliable.** The average response for cost effectiveness of electronic home confinement was 4.15 on a scale of 1 to 5 with 5 representing very cost effective. The average response for reliability of electronic home confinement was 3.37 on a scale of 1 to 5 with 5 representing very reliable.

**4. Judges and policymakers indicated electronic home confinement should not be used for offenders convicted of violent, sex, domestic violence, and drug offenses.** A majority of respondents indicated that electronic home confinement should never be used for offenders convicted of violent (81%) and sex (57%) offenses. Many of the respondents felt that electronic home confinement should never be used for offenders convicted of domestic violence (39%) and drug (27%) offenses.

**5. Judges and policymakers supported electronic home confinement because they felt it reduced jail/prison crowding, it allowed offenders to work, and was cost effective. Judges and policymakers opposed electronic home confinement because they felt it did not provide for public safety and was too lenient.** Sixty-eight percent of the respondents identified reducing jail/prison crowding as the top reason to support electronic home confinement. Other reasons to support electronic home confinement included that the offender can work (64%) and cost effectiveness (64%). Twenty-eight percent of the respondents felt public safety was the major reason to oppose electronic home confinement. Twenty-six percent of the respondents felt it was too lenient.

**6. Respondents rated the opinions of judges and probation/parole officers as the most important in deciding whether or not to sentence an offender to electronic home confinement.** Eighty-six per-

cent of the respondents felt the opinion of the judge was very important in deciding whether or not to sentence an offender to electronic home confinement. Sixty-five percent of the respondents felt the opinions of probation/parole officers were very important.

**7. Judges and policymakers ranked protection of the public as the number one goal of electronic home confinement.** Forty-one percent of the respondents ranked protection of the public as the number one goal of electronic home confinement.

**8. The more familiar respondents were with electronic home confinement, the more likely they were to indicate that electronic home confinement was not restricted by statutes in the jurisdiction, was effective at rehabilitation of offenders, was a severe punishment, increased public safety, and was a cost effective and reliable correctional option.** As the level of familiarity with electronic home confinement increased, the ratings of electronic home confinement on rehabilitation, punishment, public safety, cost effectiveness, and reliability also increased.

**9. Judges and policymakers felt electronic monitoring was here to stay and would grow in the future.** Sixty-three percent of the respondents indicated electronic home confinement would grow in the future, 29% felt electronic home confinement was here to stay. Only 8% felt it had no future.

## Discussion

Examination of survey results highlights two important issues. First, when asked to rank the primary goals of electronic home confinement, public safety was most frequently ranked as the most important goal. However, a concern for public safety was cited most frequently as a reason to oppose electronic home confinement. When compared to other alternative sanctions, this suggests a lack of confidence by judges and policymakers in the ability of electronic home confinement to provide for pub-



lic safety. For electronic home confinement to grow and prosper stakeholders must be convinced that electronic home confinement can provide the required level of public safety. How can this challenge be met? First, key stakeholders should be informed about how electronic home confinement works. Second, the effectiveness of electronic home confinement must be documented through research/evaluation results. Research/evaluation studies should compare electronic home confinement to other alternative sanctions including traditional probation/parole supervision and incarceration.

In the introduction to this article, the point was made that educating the public and building links to external constituencies were necessary aspects of developing and implementing correctional options (Krauth, 1993). Community corrections professionals have the continuous task of informing stakeholders about the goals, features, practices, and evaluation results from correctional options. A stakeholder familiar with the features of a program such as electronic home confinement is more likely to support the practice.

One way to inform stakeholders about a correctional option, such as electronic home confinement, is to involve them in a policy group or policy team. McGarry (1993) recommends the development of a policy group or policy team made up of high-level policymakers from the criminal justice system; the county, city, or state legislature; and the general public to guide the process of developing and/or implementing the correctional option process.

Another critical step in building stakeholder confidence in electronic home confinement is to document its effectiveness. Previous research results are unclear about the effectiveness of electronic home confinement in reducing recidivism. This is because very few studies have been done that compare electronic home confinement with options such as traditional probation and parole, intensive supervision, and incarceration. The studies that have been

done indicate that offenders under electronic home confinement fared no worse than those sentenced to other options suggesting that electronic home confinement does not threaten public safety (Cullen, Wright, & Applegate, 1995). Many of the studies that have been conducted on electronic home confinement were limited by one or more of the following factors: the low-risk nature of the samples; absence of an experimental research design; and the confounding effects of inadequate program integrity (Cullen, Wright, & Applegate, 1995). These are the same problems that plague other research on alternative sanctions.

The level of research on electronic home confinement programs should be increased. Research studies must be rigorous and carefully controlled. This includes the use of experimental research designs with random assignment and control groups. Electronic home confinement should be compared to other options such as traditional probation/parole, intensive supervision programs, and incarceration. In addition, research efforts should examine which conditions or combinations of conditions are the most effective. For example, Jolin and Stipak (1992) found that offenders who completed a program combining electronic monitoring and drug treatment had lower recidivism rates; and Renzema (1992) found that drug testing was an integral feature of most electronic home confinement programs.

A recent ruling by the New York State Court of Appeals states that conditions of probation, such as electronic monitoring, must be "fundamentally rehabilitative" (*People vs McNair*, April 4, 1996). In other words, electronic monitoring could only be used to advance the defendant's rehabilitation (hence public safety). While controversial, the court's ruling is consistent with Jolin and Stipak's (1992) findings that electronic monitoring is most effective when it is used in combination with other rehabilitative options, such as drug treatment.

Manufacturers and community cor-

Figure 14

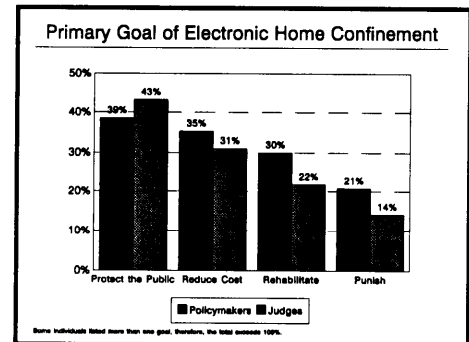
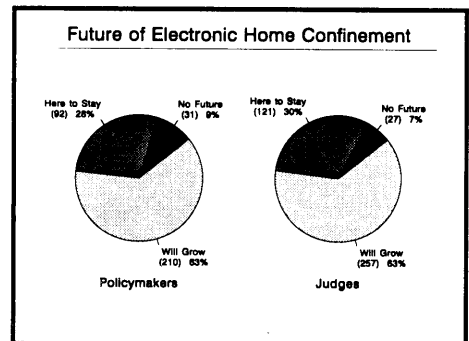


Figure 15



rections agencies should encourage and participate in research efforts. All research studies should follow sound evaluation practices and monitor the electronic home confinement process to insure that all protocols consistent with good probation and parole practices are followed.

The second issue concerns the ranking of cost effectiveness as the second most important goal for electronic home confinement and responses regarding the appropriateness of electronic home confinement for certain offenders and offenses. If used appropriately electronic home confinement can be a cost-effective sentencing option. In addition to costs associated with jail/prison diversion, savings are made because the offender can work and support themselves and their families and thus they are less dependent on the public welfare system and tax revenues are increased as a result of the offender's employment.

However, using electronic home confinement with low risk offenders who are likely to be placed on probation were it not for electronic home confinement undermines its ability to save money, as well as its contribution to public safety

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**Community corrections professionals must play an active role in informing stakeholders about the goals, features, and practices of electronic home confinement.**

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when more violent offenders are not permitted in the program. Stakeholders' preference for using electronic home confinement for traffic, misdemeanor, property, and DUI offenses leads to net widening and increased costs. Furthermore, matching intensive services, such as electronic home confinement, to low-risk offenders has been found to increase recidivism rates for these offenders, further inflating costs (Bonta, 1995 and Clear & Hardyman, 1992). Electronic home confinement is only cost effective when it is used on high risk offenders who, without electronic home confinement, would otherwise be sentenced to jail or prison, commit new crimes because of a lack of supervision, and/or violate the conditions of their probation.

Many stakeholders are reluctant to recommend electronic home confinement for violent offenses because they feel these offenders should be incarcerated. But the reality of the situation is that many violent offenders are already being placed under some form of community supervision. 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 crimes—or over a half million offenders (Petersilia, 1995). To facilitate the matching of offenders with appropriate correctional options based upon their risks and needs, Harland (1993) recommends the development of a continuum of correctional options.

With such continuums, the severity of electronic home confinement is generally ranked just below a jail or prison sentence and well above standard and intensive supervision probation programs (DiMascio, 1995). Using electronic home confinement with high risk offenders enhances its cost savings potential and the likelihood of achieving public safety objectives.

The benefits of educating stakeholders on the use of electronic home confinement are clear. The survey results reveal that informed stakeholders are more likely to use electronic home confinement in general and more likely to support its use with appropriate offense categories. Community corrections professionals must play an active role in informing stakeholders about the goals, features, and practices of electronic home confinement. Finally, community corrections professionals and the electronic home confinement industry must work together with the academic community to research the effectiveness of all aspects of electronic home confinement.

### Recommendations

1. Community corrections professionals must continue to educate key stakeholder groups of the advantages, disadvantages, and goals of electronic home confinement.

2. Community corrections must develop sound policies and procedures for electronic home confinement programs. Written policies and procedures will increase the judicial and legislative confidence in the practice, as well as, ensure its proper use.

3. The use of electronic home confinement should be restricted to diverting offenders who would otherwise be sentenced to jail or prison, commit new crimes because of a lack of supervision, and/or violate the conditions of their probation.

4. Representatives from stakeholder groups must be involved at key decision points in the implementation and operation of electronic home confinement programs. Involvement in the

program creates a buy-in and will result in support of the program.

5. Respondents ranked protection of the public as the number one goal of electronic home confinement. Electronic home confinement programs should be evaluated using scientific methodology to demonstrate to key stakeholders the extent to which electronic home confinement is meeting public safety objectives.

6. To ensure the future of electronic home confinement, community corrections professionals, as well as other stakeholders, should play an active role in the development of technology for electronic home confinement programs. Progressive companies are interested in providing exactly what the profession wants. It is the profession's role to make their needs known.

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# The Evaluation of Electronic Monitoring Programs

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This Field Initiated Research project on the development of an agency-based self-evaluation instrument for electronic monitoring in juvenile justice agencies was supported by a grant from the Office of Juvenile Justice and Delinquency Prevention (95-JN-CX-0016), D. Elen Grigg, Grant Monitor. The project director is grateful to Digital Products Corporation for their assistance in identifying juvenile justice agencies utilizing EM.

## Introduction

As a consequence of overcrowded adult and juvenile correctional facilities, increasing probation and parole/after-care caseloads, overstretched prosecution, and overloaded court dockets, the system of criminal justice has been forced to seek innovative strategies to bring order and control to its work. Two of these strategies currently being implemented and tested are alternative dispositions and intermediate sanctions.

The need for alternative dispositions for juveniles and adults is compelling, especially since these populations have increased dramatically in the last decade. As a result of these increases in numbers and decreases in available resources, the network of justice services and agencies has become desperate for relief. Further, as a consequence of increasing use and abuse of illicit drugs, it is inescapable that those who come under the purview of the courts will continue to increase in numbers for the foreseeable future.

As juvenile justice agencies follow their criminal justice counterparts in their eagerness to develop innovative mechanisms to manage and otherwise control such a burdensome increase in court cases and correctional populations, they have come to recognize that concomitant with the development of new alternatives, such issues as public safety and cost-effectiveness must also be addressed. Further, critical decision- and policy-makers have demanded that

these innovations relate as much as possible to the concerns for punishment; that is, that no alternative be perceived by offenders, the system, or the public as efforts to minimize in any way the "just deserts" each offender should receive as a result of his or her delinquent behavior.

While Morris and Tonry (1990:10-11) review both the definition and scope of intermediate punishments, especially for convicted adult offenders, their cogent recommendations are equally applicable to juveniles. They include:

They should be applied to many offenders already in prison, jail, or on probation; Appropriate enforcement and enforcement resources are essential if a program is to be effective; If intermediate sanctions are to have credibility, violations of conditions must be taken seriously; and sentencing reforms should include intermediate punishments in order to effectuate a comprehensive sentencing program.

These authors also argue (pp. 17-18) that designers and administrators of new initiatives must deal with and otherwise overcome serious organizational, political, financial, and bureaucratic problems if intermediate punishments and/or alternatives are to be institutionalized and their promised benefits achieved. Further, no new program can be developed without appreciable material and human resources.

Thus, an underdeveloped program, including undeclared goals and objec-

tives, not only may create situational problems, it may even be dysfunctional in terms of expected objectives. In short, poor planning can result in significant "backfires."

Notwithstanding the above, in the past decade several significant and appropriate dispositional alternatives to incarceration and pre-trial detention have been developed. One of the most recent and popular innovations has occurred as a result of technological advances, namely the use of electronic monitoring equipment. Electronic monitoring programs (EM) serving various target populations have increased substantially across the country as an extension of home detention and/or intensive supervision efforts to punish, control, and otherwise provide an effective tool for the supervision of selected pre- and post-adjudicated populations who remain in the community.

## Electronic Monitoring Development

The first serious examination of the use of "electronic surveillance" of offenders (the initial terminology used for what is now known as electronic monitoring) can be traced to 1966 when Ralph Schwitzgebel described a system for the telemetric tracking of parolees (Ford and Schmidt, 1985:1). A version of this system was tested in 1968 to follow the movement of individuals wearing electronic devices throughout a building. This initial experimental program was carried out in the Boston area us-

ing parolees, mental health patients, and research volunteers (Lilly, Ball, and Wright, 1986: 189-203). There was no further interest in pursuing and implementing the practice of electronic monitoring until the early 1980's when the "electronic bracelet" was invented. Initial field tests of this device were reported by Niederberger and Wagner (1985) and declared to be a promising alternative to incarceration.

The first electronic monitoring equipment became commercially available in 1984 and its use since has experienced a steady growth (Baumer, Mendlesohn, and Rhine, 1990). In mid-February of 1988, the National Institute of Justice conducted a survey which found that 826 offenders (primarily adults) were being supervised through the use of EM. In a survey the following year, this number had increased to 2,277. By 1989, this figure had almost tripled to 6,490 individuals under some form of EM (Renzema and Skelton, 1990:2). According to the 1993 Electronic Monitoring Equipment Survey (Vaughn, 1993 as cited in BI, Inc. Corporate Paper, 1993:14) there were 66,650 EM units in use, a 1,010 percent increase from the 1988 number.

Initially, electronic monitoring was used as a means for providing an alternative to pretrial detention. The objectives were both to save money and to reduce jail overcrowding which had reached critical levels in most urban jurisdictions. Concomitantly, bail reform in many jurisdictions required the release on recognizance or release at reduced bond levels of individuals who previously would not have been considered appropriate. Gradually, EM was also adopted for use in supervising parolees, as well as pretrial detainees. (Renzema and Skelton, 1990:1-2).

#### Key Issues for the Implementation of Electronic Monitoring

A decade ago, Armstrong, Reiner, and Philips (1987:2-3) pointed out that major technological innovations are usually accompanied by a set of diffi-

cult issues centered on the implications of implementing the technology and the unintended consequences which result from implementation. While the use of electronic monitoring has been growing incrementally, our knowledge concerning its efficacy and appropriateness also has been growing.

In their overview of EM, they recommended that the following issues be considered as the justice system moves to embrace EM as an acceptable practice:

The relationship to the overcrowding of correctional institutions; The appropriateness and relationship to net-widening for offenders selected; the effectiveness in reducing recidivism; the overall reliability of programs and equipment; the most appropriate duration for each EM application; the cost effectiveness of EM as an alternative; and the legal concerns and constraints.

Although their list was not intended to be exhaustive, it provides a sense of the complexity of the public policy and administrative issues which need to be explored if EM is to be widely accepted and applied. While it is apparent that the growth of EM indicates increased acceptance on the part of criminal justice practitioners and policy-makers, there are still many unanswered questions which may prevent still broader application of the technology.

#### The Relationship to Overcrowded Correctional Facilities

While it was initially hoped that EM would alleviate institutional overcrowding, surveys soon revealed that EM was being used more for diversion than as an alternative to incarceration. The goal of relieving secure detention facilities from overcrowded conditions through the release of marginal risk individuals was not being achieved, at least according to one set of researchers (Maxfield and Baumer, 1990:528-530).

Their findings appear to bear out Schmidt's (1986:57-59) early argument that EM would be unlikely to solve the problem of prison and jail overcrowding when she observed that:

... Consideration needs to be given to the likely impact on the total problem. In a thousand man jail, the release of twenty monitored inmates would reduce the population by only two percent. One hundred monitored inmates would have to be released before the population would be affected by ten percent.

Moreover, the goal of providing a cost-effective alternative to incarceration is clouded by the selection criteria

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**While the use of electronic monitoring has been growing incrementally, our knowledge concerning its efficacy and appropriateness also has been growing.**

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being used to place individuals in EM programs. As will be shown in the later discussion of specific evaluations, there is only limited information about what kinds of offenders are best suited to participate in EM programs. Additionally, it is to be noted that there is no clear evidence that EM actually is being widely used as an alternative to incarceration, especially as a post-adjudication option.

Yet, EM has experienced rapid growth over the last decade, driven by the perception that it is a cost-effective alternative to incarceration. It is seen as an alternative that, when used properly, can reduce facility overcrowding while providing adequate control and supervision of offenders who might not otherwise be placed in the community. The growth of EM applications has continued despite the presence of somewhat conflicting, although limited, empirical evidence of its success (Renzema, 1991:3-4).

What appears to be most lacking in the literature is clear evidence that courts or correctional agencies are using EM as an alternative to the incarceration especially of medium to high-risk individuals, rather than as a supple-

ment or enhancement to routine or intensive community supervision programs. Without such evidence, it will remain unclear on a jurisdiction-by-jurisdiction basis whether EM is driving up the cost of community-based supervision or providing a cost-effective alternative to incarceration. This dilemma renders the true relevance of the cost-based research done to date suspect. While most programs reviewed note that EM is less expensive than incarceration, they do not clearly show that the implementation of EM has resulted in real savings.

In Cook County (IL), as an example, EM is used to manage inmates who have short sentences or pretrial detainees who might otherwise remain in jail. Inmates and detainees are released to home detention, allowing them to work and go to school or counseling, thereby freeing up bed space in the overcrowded jail for more serious offenders (Turnbaugh, 1995:7-9). However, the EM program cost is almost 50 percent less than the \$40 per day cost of housing individuals in the Cook County jail. Less impressive savings were found by the Illinois Task Force on Crime and Corrections (1993). In its final report, the Task Force stated that the *per capita* cost of electronic monitoring was \$2,640, or 16 percent less than the \$3,143 cost for institutionalization. These costs were based on putting incarcerated offenders on EM for the last six months of their sentences.

Beck, Klein-Saffran, and Wooten find that the home confinement of Federal parolees costs \$15 per day (1991:23-27). Comparative data for institutionalization was not offered. Michigan's Electronically Monitored Curfew Program claims savings of \$180,000 and 6,000 jail days. Goss (1990:80,82,84) speculates that EM has the potential to produce savings of \$85,190,000 in 60 days at the national level. This figure is based on an estimated average cost of incarceration of \$35 per day versus an average cost of EM of \$9 per day. He further speculates, however, that cost-effectiveness would be partially offset

by the re-arrest and re-incarceration of some individuals on EM.

### Evaluations of Electronic Monitoring Programs

Although the use of electronic monitoring is relatively widespread and generally accepted as an alternative to incarceration and/or for diversion, there is little in the way of evaluative literature on its overall effectiveness. Most agencies hosting EM programs simply do not conduct evaluations, and therefore, can only describe success or failure observationally (Cohn, 1992:9-12). For the most part, programmatic evaluations available to date merely consist of reporting descriptive and qualitative information with some quantitative and comparative cost information.

Generally, this cost information is reported without an in-depth analysis of the client selection process, criteria for participation, or goal attainment as a result of using EM as an alternative to incarceration.

The following table does not intend to address all of the available literature, but it does offer an illustrative example of the nature and types of results that have been found in local evaluations. Judgment is reserved regarding the methodology and results of the evaluations and no implications are drawn as to the validity or credibility of the results reported. However, Table 1 provides an overview or sample of the published evaluation studies to date.

As will be seen in reviewing the table, the overall evaluation findings are similar: electronic monitoring is viewed as a cost- and time-effective method of close monitoring of individuals, allowing them to remain in the community while rendering some form of punishment and possibly allowing continued productivity through work or school attendance. The studies tend to show that EM provides an alternative form of curtailing liberty without an increase in risk to public safety and can, therefore, be one of several methods of alle-

viating overcrowding in adult and juvenile correctional facilities.

### Evaluation Reports on Sample Juvenile EM Programs

Electronic monitoring began primarily with adult populations but has gradually spread to use with juveniles. This widening of EM usage has occurred despite the initial concerns and objections that have been raised. In his review of growth of the use of EM with juvenile populations, Vaughn (1989:1-36) notes the following issues: First, there is a fear that there would be higher costs associated with juvenile EM programs because younger participants would be more likely to tamper with or lose the equipment. A second issue is the expectation that more juveniles would simply run away from home while under EM, thus driving up the failure rate and the costs if the equipment was disposed.

The growth in juvenile programs might have been slowed were it not for the fact that most programs started as an off-shoot of adult programs. The initial investment in equipment had been made and some experience gained which appeared to lessen the risk in extending the scope of the program to include younger participants. And while the basic program design remained the same, changes were usually made in the juvenile program.

Nonetheless, one thing in common between adult and juvenile programs is that the driving force toward implementation is frequently the desire to find a cost-effective alternative to incarceration and to relieve overcrowded institutions.

Studies of juvenile EM programs reveal that it is an effective means of enforcing curfews when used in conjunction with other programs or as part of a sentence (e.g., as a condition of probation along with substance abuse counseling and/or community service).

A study conducted by Kenosha County (WI) reports that juvenile EM should be considered as a tool and not a stand-alone program (Schulz, 1990:

**Table 1: Summary of Published Evaluations of Electronic Monitoring Programs**

<i>Host Setting</i>	<i>Adult/Juvenile</i>	<i>Internal/External</i>	<i>Cite</i>	<i>Variables</i>	<i>Findings</i>
Parole	Adult	Internal	5	Residence, employment	Cost-effective, increased contact with parole office with acceptable accountability
Pretrial	Adult	Internal	15	Offense, substance abuse, prior record	Enhances but does not replace ability to monitor defendants
Post adjudication	Juvenile	External	48	Substance abuse, family support, community ties, commitment to program	Successful in enforcing curfews
Parole	Adult	Internal	8	Sex, race, age, risk factor	Cost effective, but not to be used alone
Probation	Adult	Internal	16	Substance abuse, risk factor, indigence	Encouraging – appropriate offenders were placed in program
Post adjudicatory	Adult	Internal	28	Prior history, current offense, age, family ties, substance abuse, jail behavior	Recommended to continue
Parole	Adult	Internal	7	Eligible for Federal parole	Deemed successful
Pretrial	Juvenile	Internal	41	Age, prior record	EM not as successful as non EM but methodology is questionable
Pretrial	Adult	Internal	35	Not able to be released on recognizance, not able to raise bail or get bond	Limited usefulness; depending on charges
Parole/probation	Adult	External	44	Offense, prior history	No impact on offender behavior, but generally popular
Parole/probation	Adult	Internal	2	Offense type	Cost and time effective, recidivism inconclusive
Post adjudication	Adult	Internal	49	High risk for prison return	Cost effective, can't be used alone. Small sample size makes study questionable
Pretrial	Adult	Internal	34	Living arrangement, prior offenses are minor	Importance of defendant screening, good organization and management, coordination among agencies
Post release	Adult	Internal	22	Offense history, employment at time of sentencing	Monitored offenders had fewer revocations
Sentencing – post adjudication	Adult	External	32	Age, sex, education, offense	More integrative and rehabilitative than jail, cost effective, able to be fairly and consistently implemented, great potential
Pretrial	Adult	Internal	36	Living arrangement, criminal history	Limited usefulness, viable jail alternative. Must screen clients
Post adjudication	Adult	External	33	Age, offense, living situation	EM is recommended, but further evaluation is also suggested; labor intensive and increases caseworker workload

6-7,11). Although there was a small sample size, the results are reflective of other studies in that the variables found to be predictive of success include: acceptance of the program and willingness to participate by both client and family; commitment to the program; minimal drug or alcohol abuse problems; and a positive desire to address those problems. Unsuccessful participants also share certain characteristics:

poor or questionable motivation by the participant to be in the program; severe drug or alcohol dependency; a lack of desire to deal with those problems; and a history of running away.

Of 19 youths in the study, 10 completed the program, five had multiple curfew violations, and four removed the transmitter before program completion. Two of the youths were referred back to intake services for commission of

new crimes (property) while in the program. The study found that for the use of electronic monitoring to be successful, it must be used in combination with other programs as a component of an overall approach to client control and supervision.

Forsyth County (NC) was the first jurisdiction known to have used electronic monitoring with juveniles. The county implemented EM as part of an



aftercare model for juveniles being released back into the community. This model was called Transitional Aftercare Model, or TAM. Criteria for participation in the program, upon successful completion of the training school program, was on a case-by-case basis with four criteria being influential, including: (1) Absence of a history of abuse or neglect in the home; (2) Positive progress in the training school program; (3) Interest and willingness to participate; and (4) Family receptiveness and support for participation (Clarkson and Weakland, 1991:11).

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**One thing in common between adult and juvenile programs is that the driving force toward implementation is frequently the desire to find a cost-effective alternative to incarceration and to relieve overcrowded institutions.**

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The one-year pilot project had 16 participants and the trial resulted in a 68 percent success rate, with five clients returned to the training school. All but one of the five unsuccessful clients either re-offended or violated parole. The study concluded that the program was beneficial in that it removed the juvenile from the institution (more humane); was cost effective; structured the juvenile's transition back to the community; and client progress was based on behavior (Clarkson and Weakland, 1991). However, they point out that due to the small sample size, no conclusions can be applied to the at-risk juvenile population as a whole.

In New Orleans, an electronic monitoring program was initiated to relieve overcrowding of the Youth Study Center (Marye, 1991). The juveniles selected to be in the program volunteered to participate; they were non-status offenders but had not committed a crime so serious that they posed a threat to themselves or the community; they had an appropriate home in which to be placed (with a phone with no call

waiting), with parents or guardians who agreed to participate, accept financial responsibility for the equipment, and to report any violations. Although the program was deemed successful by the evaluators, criteria for success are not clear. Over 30 percent of EM participants were re-arrested for violations while participating in the program. However, the types of violations were not thoroughly documented (Marye, 1991:27). The study concludes that the program exceeded the expectations set for it.

#### **Evaluation Reports on Sample Adult EM Programs**

In Marion County (IN), a pretrial home detention program was evaluated for a 13 month period (Maxfield and Baumer, 1990). The program took those individuals who could not qualify for release on recognizance, who could not raise bail or secure a bond, and who would otherwise have to be jailed. The evaluation suggests that the EM alternative had limited usefulness in that those individuals who were placed on home detention may have been able to raise the bail money given a few more days, therefore releasing the county from any financial responsibility for them altogether.

Additionally, it was believed that the motivation to accept a plea bargain or work for a speedy trial was not as strong in those individuals who were in the comfort of their own home as opposed to the confines of the jail (Maxfield and Baumer, 1990:529).

In Lake County (IL), the use of electronic monitoring as part of the pretrial release program apparently has been successful in achieving its goal of reducing jail crowding (Coopridier, 1990:28-35). The program, begun in 1986, shows that higher risk offenders can be released to EM (with any special conditions the judge deems appropriate) and placed back in the community. The data show that the monitored offenders are more likely to commit technical violations, but the non-monitored

offenders are more likely to be re-arrested, fail to appear, or both (Coopridier, 1990). However, an increase in the number of technical violations among the study population may be due in part to the higher degree of monitoring; that is closer monitoring provides more opportunities to discover a technical violation than is the case for individuals who are not monitored.

Beck, Klein-Saffran and Wooten (1990:23-27) note that electronic monitoring devices alone are not sufficient to enforce a home confinement program. A supervisor, parole or probation officer, or case worker is needed and should be in regular contact with the offender to ensure that the conditions of the home confinement are being met (work, living arrangements, participation in substance abuse treatment programs, etc.). This sentiment is echoed in the report of the South Carolina Electronic Monitoring Pilot Program (1990) which reports that EM should be one component in a whole program.

Employment is a variable that has been found by some researchers, especially for adult clients, to be a good indicator of successful completion of an EM program (Holman and Quinn, 1990:1-6). In contradiction, Glaser and Watts (1992:112-117) report better outcome rates are achieved by those who are unemployed at the time of sentencing. The recommended group for EM used in their study were drug abusers with poor employment records and a minor offense record. Those with drug abuse problems but good jobs and slight criminal record were recommended to be given community service, fines, or other monetary sanctions (Glaser and Watts, 1992).

In this study, done in Los Angeles, within the first six months of the study period, 43 percent of the non-monitored subjects and only 34 percent of the monitored subjects had their probation revoked for serious rule violations. Of those violations in the monitored group, most were on missed curfew violations, whereas in the non-

monitored group most of the violations came from drug test failures. Of those subjects with no reported rule violations, 45 percent were from the monitored group and only 28 percent from the non-monitored group (Glaser and Watts, 1992).

According to a study by Hoster and Meierhoefer (1987, as quoted in Holman and Quinn, 1990:21-32), the typical selection criteria for EM placement consist of: (1) No history of violence, (2) Stable family dynamics, (3) No chronic substance abuse, (4) No immigration problems, (5) No prior convictions (6) and Stable employment.

Many programs illustrate variations in how stringently these criteria are applied (for instance, a record of minor prior offenses, substance abuse treatment, not employed at the time but seeking employment). Holman and Quinn (1992) add mental health status to the list of variables they believe are tools in predicting success of those under EM supervised supervision.

In a study done by Baumer, Mendelsohn, and Rhine (1990) for the School of Public and Environmental Affairs at Indiana University, the offense of the client as a major variable as scrutinized. The target population consisted of those offenders who had committed non-violent offenses who would otherwise go to a facility without EM as an option, and those who were considered high risk and needed the extra structure of monitoring, but would otherwise be placed in a less controlled form of supervision.

The study did not include juveniles, but did include individuals convicted of personal injury or homicide while driving under the influence (as long as there was no history of prior DWIs). They found that those offenders who had been charged with DWI were the most likely to have stayed out of the criminal justice system one year after release from the EM program. PRIDE, Inc, set up the first continuous monitoring EM program in 1984 (Schmidt and Curtis, 1987 as quoted in Lilly et al, 1992:42-47), primarily for DWI offenders. The

survey of these EM offenders concludes that EM is both cost-efficient and effective, and allows for constructive use of time (for activities such as drug or alcohol abuse counseling) that would otherwise be idle time if sentenced to jail. Further research is indicated, but the reviewers are "cautiously optimistic."

Variables in addition to those mentioned above (employment, past record, and family environment) that have been found to be predictive of success in EM programs are age (New Orleans Office of Criminal Justice, 1991), sex and race (Beck, Klein-Saffran and Wooten, 1990), and education (Lilly et al, 1992). Other variables to consider include previous experience on EM, outcome of that experience, and monitoring officer (such as parole or probation officer) caseload size.

### Current Project

It is readily apparent that even with more than 10 years of EM experience, little attention has been paid to program evaluation. As the literature survey reveals, the assessments which have been completed for the most part have been conducted by academics rather than by in-house, correctional authorities. This, however, comes as no surprise since few program evaluations are conducted in most other spheres of correctional activity by the field itself.

As a consequence of the need to assist agencies in evaluating their EM programs, The Office of Juvenile Justice and Delinquency Prevention (OJJDP) awarded a grant to Administration of Justice Services, Inc. to develop an agency-based, self-evaluation instrument that if utilized will provide the appropriate data for constructive analysis on an in-house basis.

A survey questionnaire was developed and mailed to a purposive sample of 484 juvenile justice individuals and agencies from various lists of juvenile EM host agencies, the programs cited in the juvenile EM assessment report authored by Wood and Brown (1989), and personal knowledge of the project

director of agencies operating EM programs. Despite the size of the mailing, the final recipient list was not exhaustive, since there is no up-to-date list of all EM programs.

There were 484 surveys mailed and 106 responses. This apparent return rate of approximately 20 percent reflects several factors. First, there were many duplicate names on the final list since multiple sources were used. It was easier to conduct a larger mailing and cull duplicate responses than to cull the original list for duplicate names. Second, the mailing list included both individuals and programs. This meant that a single program could have received several survey instruments and some agencies received multiple mailings addressed to various district offices. In many cases, all sites received surveys but only one response was received for the entire program operation. Considering the above factors, a more accurate return rate approximates 40 to 50 percent.

### Survey Results

Among the respondents, 91 indicate that their EM programs are still operating and these programs provide the data for the following analysis. Unless otherwise indicated, the discussion that follows and the percentages used are based on an N of at least 85 responses, with percentages quoted in terms of the valid percentage (number of valid responses to the question) rather than number of questionnaires received.

The vast majority of programs responding (81) provide services only to juveniles, while nine programs serve both adults and juveniles, and one serves only adults. The longest running program began in 1984, while 35 percent of the respondents report they have been in operation since 1991. The majority of programs (65 percent) are less than five years old.

Over one-half (57 percent) of the programs are established by an administrative decision and over one-quarter are established by statute. Most EM

programs are operated at the county level (81 percent), while 11 percent operate at the state level. Eighty percent of the programs indicate that, except for routine referral sources, there are no other agencies directly involved in the EM program.

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**Electronic monitoring is both cost-efficient and effective, and allows for constructive use of time that would otherwise be idle time if sentenced to jail.**

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The size of the programs vary significantly with the smallest programs reporting the use of a single EM unit (N=11) and the largest claiming an average of 400 units in use on a daily basis. However, more than three-quarters of the programs report that 20 or less units are in use on an average day. Among the programs, caseload sizes also vary. Sixty-eight percent of the 75 responses to this question indicate the caseloads are 30 clients or less. More than 90 percent of the 79 programs responding say the program has 10 or less staff.

Sixty-five of the 81 respondents state they employ some form of screening process while only 40 indicate that a comprehensive risk assessment is completed routinely. Even fewer programs conduct needs assessments for clients (33). Approximately three-quarters of the 82 programs report that the average length of time for clients under EM supervision is 30 days or less. Only 15 percent of the programs reporting are exclusively for EM clients. Three-quarters of the programs simply mix EM clients with the general caseloads. Three programs, however, indicate that EM clients are also part of a specialized caseload of some type.

Seventy percent of the programs report that EM program policies are in written form and eighty-five percent have some specialized forms for EM clients and staff. **However, only slightly more than one-half (57 percent) of the respondents have**

**policies and procedures for EM violations and no more than one-third of the 54 responding programs have policies and procedures for termination from the program.**

Four in 10 programs report collecting fees, averaging between three and five dollars per day; one-half collect fees of more than five dollars, but not greater than 10 dollars per day. Seven in 10 programs report they are funded by the jurisdiction in which they operate, while only one in 10 relies entirely on grant funding. Almost nine in 10 programs report they do not monitor their own computers and the majority of these programs (72 percent) use vendor-based monitoring stations.

Almost 80 percent of the programs report they have never conducted in-house evaluations of their programs and 90 percent have never conducted a client follow-up of subsequent arrests or adjudications. It should be noted moreover that among the few respondents claiming to have evaluated their EM programs, for the most part they "tracked" clients but did not actually evaluate the success of their programs according to program goals. That is, they merely identified numbers of youths placed on EM, recorded average length of stays on EM, and summarized reasons for termination. Almost none reports any effort at analyzing cost-effectiveness or goal attainment.

Almost all of the respondents indicate that the primary goal of the EM program is either that of reducing institutional crowding or an alternative to incarceration (diversion). For a few programs, the primary goal is that of providing extra surveillance for high-risk juvenile offenders, who otherwise might be committed to an institution. Indirectly, for some programs, the goal is to reduce costs through reduced commitments to the state.

In addition to the above general program information, respondents were asked to rate variables that could be used in evaluating their programs along two parameters. The first is perceived

value in the evaluation process and the second is perceived level of difficulty for staff to collect the information. A rating scale of one to five is used with five (5) representing high value and low perceived level of difficulty in collecting the information/data, and one (1) representing low value and high level of difficulty in collecting the information/data.

Table 2 consolidates the two highest value categories for both **evaluation usefulness** and **ease for collection**. Variables are presented in rank order of evaluation usefulness. The number of respondents to each question is also presented.

#### Analysis of Survey Results

As the above variables indicate, agencies are interested in both the demographics and prior experiences of EM offenders for evaluative purposes as well as the degree to which offenders respond to special conditions while on EM. It is also noteworthy that a majority of respondents recognize that some variables could be important for evaluation purposes, but that they would be difficult to collect (e.g., histories of mental and medical health problems, past record of violence, and appointments not kept with referral sources).

Other variables which are collectible are not viewed as strategically important (e.g., sex, race, employment status, and number of staff home visits).

#### Conclusion

As the use of EM grows in popularity as well as usage in juvenile as well as adult agencies, it has become clear to many correctional authorities that some kind of evaluation of their programs is essential if (1) they wish to determine program goal attainment (2) they hope to obtain continuing if not additional funding, (3) they expect increased legislative support, and (4) they want to prove that this alternative to incarceration and/or diversion does indeed reduce institutional populations and on a cost-effective basis.

Table 2: Rank Order of Evaluation Variables by Usefulness as Perceived by Respondents

Variable	N	Evaluation		Collection	
		Total "4's and 5's"	Percent "4's and 5's"	Total "4's and 5's"	Percent "4's and 5's"
Number of technical violations while on EM	85	81	95%	68	80%
Number of new arrests while on EM	85	81	95%	68	80%
Reason for termination	85	80	94%	67	79%
Number of days in detention while on EM	85	80	94%	67	79%
Number of curfew violations while on EM	85	79	94%	67	79%
Number of new adjudications while on EM	85	79	94%	66	78%
Fees collected	86	79	92%	68	79%
Prior delinquent history	86	78	91%	74	87%
Instant offense	78	70	90%	66	69%
History of violent behavior	85	76	88%	55	69%
History of mental health problems	85	68	80%	41	48%
Number of times in detention	85	66	78%	74	87%
Number of times institutionalized (other than detention)	85	62	73%	59	69%
Age	86	62	72%	82	96%
History of drug abuse	86	62	72%	42	49%
Number of required appointments with agency staff	86	61	72%	74	87%
Number of appointments with staff not met	86	61	72%	74	87%
Number of appointments with referral sources not met	86	60	71%	38	44%
History of alcohol abuse	85	59	69%	42	50%
Legal guardian	86	52	60%	65	76%
Number of times in aftercare	85	50	59%	53	62%
History of serious medical problems	85	49	57%	39	46%
Number of required staff home visits	86	47	55%	74	87%
Family involvement in program	86	45	52%	40	47%
Sex	86	44	51%	80	95%
Employment status	85	37	43%	59	71%
Race	86	37	43%	79	93%
Educational attainment/status	86	31	36%	64	76%

It is anticipated that the final evaluation instrument for use by EM host agencies, along with a guidebook, will be completed by this fall. For those agencies wishing copies of the final product, contact Dr. Alvin W. Cohn, Project Director, Administration of Justice Services, Inc., 15005 Westbury Rd., Rockville, MD 20853, (301) 929-3224.

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## Delegation of Corrections Professionals Forming to Visit China

by Lewis Rosenthal, Director, Bastrop County Restitution Center

I am pleased to announce that on December 22, 1995, I received an extremely rare invitation from the Chief Justice of the Supreme Court in Shaanxi Province in the People's Republic of China to form an official delegation of 16 persons to visit China in October 1996 to learn about their justice system. We have been informed that we should be able to meet with juvenile justice as well as adult justice officials. This tour is intended for community and institutional corrections personnel, judges officers of the court, and others professionally involved in working with criminal and juvenile offenders.

If you would like to be part of this historic delegation or to receive further information, please call me at (512) 281-3441 immediately to begin making arrangements.

# Capacity Building in the Juvenile Justice and Substance Abuse Treatment Systems: A "Three C" Approach

*Cooperation, Coordination, Collaboration.*

*Cooperation, Coordination, Collaboration.*

*Cooperation, Coordination, Collaboration.*

Sing along now. Even if you don't know the words yet, it can be fun – really. Painful, yes, but fun, too, once you get the hang of it. The Three Cs – these three words form the basis of two complementary training curricula offered by the American Probation and Parole Association this winter.

In December 1996 and January 1997, respectively, the American Probation and Parole Association will present two companion training seminars: *Systems Development Training for the Juvenile Justice and Substance Abuse Treatment Communities (How to Get Juvenile Offenders the Services They Need While Maintaining Your Sanity and Budget)* and *Working With Substance Abusing Youths: Knowledge and Skills for Juvenile Probation and Parole Professionals*. These seminars will offer practical guides to treatment skills and methodologies, coalition building, and program development and implementation strategies, stressing the vital skills of Cooperation, Coordination, and Collaboration. While we will not be able to solve all of your agency's substance abuse treatment issues in the three days allotted each seminar, the curricula will offer balanced solutions to your problems that have been utilized in a wide variety of agencies and jurisdictions. The seminars and the following program abstracts (presented in alphabetical order) highlight a number of community-based models providing

substance abuse services to juvenile justice youth; while emphasis was placed on identifying juvenile justice agency-administered programs, we recognize that other models may be more effective in given jurisdictions. These seminars will enable community-based juvenile justice agencies to expand their skills and scope, internally, collaboratively, or by a combination of these means. Trainees will also address the issue of performance-based measures so they can assess how well they are meeting their goals to provide substance abuse services to juvenile justice youth.

Under the auspices of a \$300,000 grant from the Center for Substance Abuse Treatment (CSAT) and Office of Juvenile Justice and Delinquency Prevention (OJJDP), APPA assembled an Advisory Panel and distributed a request for program nominations to representative professionals in all the states and territories. After reviewing the submissions with the Advisory Panel, APPA designated the following programs *Innovative Juvenile Justice Substance Abuse Service Providers*. APPA staff visited each site to see the program in action and assess its operations and contribution to the local juvenile justice system. The information gathered during these site visits will be used to ground the curricula in the reality of day-to-day practice.

In addition to the profiled service delivery programs, the curricula will also highlight some of the Virginia Depart-

ment of Criminal Justice Services' (DCJS) experiences in providing substance abuse services training and program funding to juvenile probation officers and departments. APPA visited DCJS recently to learn about the evolution of their approach to this issue, from seeking substance abuse counselor certification for probation officers in the early 1990s, to today's practical skills/knowledge workshops, agency-based programs, and inter-agency service delivery arrangements. Since the early 1990s, Virginia has used 3-10 percent of the Anti-Drug Abuse federal block grant funds they receive to finance their juvenile justice/substance abuse services efforts. This unique application of these funds, in addition to funds received from other block grant programs, CSAT, OJJDP, and other state and federal agencies, have allowed Virginia to experiment with a variety of delivery systems as they continue to seek an optimal response to the state's juvenile justice/substance abuse problem.

To preview the curricula for our membership, we present an abstract of each program and its contributions to the emerging practice of community collaborations providing substance abuse treatment programs for juvenile justice youth. If you would like additional information about the upcoming seminars or these programs, please contact: Tanya Dickinson, Research Associate,

American Probation and Parole Association, P.O. Box 11910, Lexington, KY 40578-1910, 606/244-8211, 606/244-8001 (fax), tdickins@csg.org (email).

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Please put me on your mailing list to receive information regarding the dates and places of upcoming training seminars.

Name \_\_\_\_\_ Title \_\_\_\_\_

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## The Bridge Columbia, South Carolina



In 1993, with the encouragement of the Governor's Office, South Carolina's Department of Alcohol and Other Drug Abuse Services

(DAODAS) began to develop a comprehensive, inter-agency service delivery program for delinquent youth ready for release from Department of Juvenile Justice institutions. \$1.5 million in grant funding for the pilot project was initially obtained through the Center for Substance Abuse Treatment, and the program was recently notified that it had received permanent funding through the state budget.

Although The Bridge is not directly administered by a juvenile justice agency, its operations serve as an effective systems model. Through multi-agency effort (the "Three Cs" – cooperation, coordination, collaboration) this program is able to provide comprehensive services to juvenile justice youth, much as New York's I-HITS program (see accompanying abstract). Both programs attempt to smooth a youth's transition from a state institution to the community by providing an extra measure of supervision and support. However, The Bridge took the concept in its own direction, and is operated by a unique, multi-level partnership amongst numerous agencies and their divisions.

The core of The Bridge's success rests upon its inter-agency networking. Although the program is not directly operated by a juvenile justice agency, The Bridge's inter-agency agreements and protocols have resulted in the development of a true team atmosphere, involving all relevant agencies in the supervision and treatment of a given youth. From the time a youth enters a

DJJ institution, a Bridge staffer is aware of his or her case. All youth placed in an Adolescent Treatment Unit are screened for program eligibility. If a youth lives in Bamberg, Calhoun, Lexington, Orangeburg, Richland, or Spartanburg Counties, has a history of substance abuse, is considered to be at high risk of re-offending, and has sufficient time remaining on his or her sentence to allow full program participation, he or she is eligible for services; a slot is held open for each qualifying youth, but not all are served due to sentence restrictions, subsequent transfer to adult institutions, or other external limitations. DAODAS contracts primary care and supervision to local Alcohol and Drug Abuse Commissions, and their staff provide all services while reporting to both the local and state agencies. It is the responsibility of individual caseworkers to assess youth prior to their release from the DJJ Adolescent Treatment Unit, preparing a treatment plan that addresses the youths' need for supervision, treatment, education, and other services. Once this is accomplished, it is the caseworker's responsibility to gain acquiescence from each youth and his or her family (program participation is voluntary) and orient them to the program's requirements, secure appropriate placements, and assist the youth in beginning the community re-integration process. A standard Bridge placement will last approximately one year and consist of three phases: intensive assessment, usually prior to institutional discharge (up to thirty days); intensive case management in the youth's home community (up to five months); and continuing care (up to six months). Progression through each phase depends upon a youth's achievements and readiness.

An individual youth's supervision/treatment plan may encompass: community-based supervision by DJJ officers, Intensive Outpatient treatment, a school or GED placement, family counseling, group or individual counseling, or any of a number of other



options. This arrangement is attractive to the majority of the supervising agencies; each have unique goals for the youth's placement, but, by allowing The Bridge to serve as the lead program, they only have to expend a minimum amount of time in direct supervision of the youth. And, Bridge staff are comfortable assuming a number of roles to help the youth attain success in these diverse environments. (While Bridge staff provide the day-to-day supervision of the youth, DJJ officers retain custody, providing direct access to the juvenile court for violations or revocations.) Staff have also found that concomitant supervising agencies can bring to bear the weight of cross-system consequences to motivate reluctant youth.

During my visit to The Bridge, I met staff from each of the three operating sites at their quarterly staff meeting. Although each, technically, worked for a different agency, their feelings of commitment and team spirit were easily observed. Each individual present displayed an awareness of the program's overall goals while recognizing the unique demands and contributions of their own agency. While visiting the Columbia and Spartanburg sites, I became acquainted with various DJJ staff and community service providers. Each seemed to offer similar praise for the program—Bridge staff take on the majority of the supervision duties for youth placed with them, allowing them to focus on other youth on their caseload; in concert with DJJ officers, Bridge staff effectively balance the treatment and supervision needs of their clients through a series of rewards and progressive discipline, including recommendations for return to institutional custody when necessary. The Bridge and DJJ staffs treat each other as members of a multi-disciplinary team whose goal is to prevent the youth from re-offending or returning to substance abuse. If this operating environment were not present, I do not believe I would have observed such a high level of satisfaction with The Bridge's services and staff. Significantly, the only complaint raised was a certain amount of envy over The Bridge's perceived luxury of time and budget. (On average, DJJ community supervision officers supervise 80-100 clients each and have no access to discretionary funds, while Bridge staff supervise approximately 22 clients each and have direct access to wrap-around service dollars.)

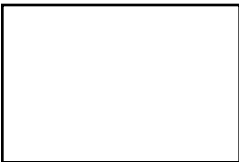
Operating from three sites, each Bridge location has access to unique services. The overriding goal is the successful re-integration of a youth into the community. Putting this goal into practice requires Bridge staff to have a comprehensive knowledge of the local systems beyond their juvenile justice and substance abuse treatment expertise, including mental health services, educational and vocational opportunities, foster care, recreation, medical care, employment opportunities, parenting support (for the youth—potentially—and their parents), and any other need exhibited by these challenged youth. (It is interesting to note that some of the greatest community resistance to The Bridge's supervision goals comes from the schools. While the ultimate goal for each youth is community re-integration, the schools are frequently reluctant to re-admit youth into general programs upon their return from state institutional placements, preferring to place them in alternative settings with specialized teachers and staffs,

a practice Bridge staff view as a continuation of the youth's recently shed artificial environment.)

The Bridge has maintained an excellent statistical record of its program and clients through its contracted evaluator, Tidwell and Associates. Again, much like I-HITS, the average Bridge client is a black male with a history of prior juvenile adjudications and substance abuse issues. And, although we are coming to realize that recidivism is not, by itself, the only appropriate indicator of a program's success, only eight of The Bridge's 187 clients who received services beyond the assessment phase have been re-incarcerated in a juvenile justice facility, and none have been re-admitted to an inpatient substance abuse facility. The program also saves the state money by evaluating and supervising appropriate youth in the community, where it costs \$1,862 to supervise each youth for one year, compared to \$27,000 per youth in a DJJ institution.

The Bridge recently completed its grant funding cycle and, through the concerted efforts of DAODAS's Director, Beverly Hamilton, and her staff, the legislature appropriated \$400,000 to fund the program for the next year. It now remains for the program staff to prove its continuing worth to the legislature. Over the years, Bridge staff have refined the program's operation while providing grant-funded services by streamlining assessment procedures, modifying the length and structure of the phases, and responding to their agency-partners' needs. In the future, Bridge staff expect service delivery to be much the same; however, with the change to state funds, they anticipate expanding their referral base to include diversions and pre-commitment youth. While this change is being contemplated to provide greater access to services for local youth and to intervene at an earlier stage with substance abusing youth, Bridge staff appear to be of mixed minds concerning the effects of such change. While all recognize that the earlier one can reach a substance abusing youth the better, staff are alternately pleased to be expanding the variety of their caseload, allowing some respite from extremely high-risk, deep-end kids, and concerned that those same youth may come to suffer for lack of attention in this "get tough" era. And, although they are grateful to have more secure state dollars funding them now, staff will also miss some of the perks of grant funding, such as training experiences and (relatively) easy access to nationally recognized consultants.

### In-Home Intensive Treatment and Supervision Program Brooklyn, New York



This program's profile is all about directions chosen and lessons learned. Although a well respected and innovative initiative, the In-Home Intensive Treatment and Supervision (I-HITS) pro-

gram discharged its last client May 31, 1996. Originally funded in 1992 through a Center for Substance Abuse Treatment grant, I-HITS was unable to secure continuation funding through additional grants or permanent funding through the state budget. Although the high risk youth targeted by the program must now be served in other community based programs, the program experience will have lasting positive effects for the former participants, staff, and administrators.

Originally conceived by a coalition of representatives from the Division for Youth (DFY) and the Office of Alcohol and Substance Abuse Services (OASAS), the In-Home Intensive Treatment and Supervision program (I-HITS) was designed to provide concentrated substance abuse treatment and case management services to some of New York state's most challenging juvenile offenders. Administered by the Division for Youth in Albany, New York, the program operated in Bedford-Stuyvesant, in the heart of Brooklyn, New York, for four and one-half years, until funding for the project ran out. I-HITS youth were all released directly to the program from various DFY residential placements as an alternative to continued institutional placement. The youth were still considered to be "in custody," and only upon successful completion of the program would they be transferred to Community Care (aftercare/parole).

In 1990, DFY and OASAS staffs prepared a grant proposal for the Center for Substance Abuse Treatment. The original grant proposal requested approximately \$500,000 per year to establish a pilot intensive substance abuse treatment and community supervision project in New York City.

Originally, services were provided by a highly regarded, substance abuse treatment provider. Unfortunately, the contractor's program vision differed from the state's, and the relationship was dissolved after fifteen months. (Although the contractor's treatment program for the youth was sound for some populations, DFY and OASAS were disturbed by the staff's aggressive, confrontational approach. This approach ran contrary to the anger/aggression management principles stressed in DFY institutional placements and Community Care offices and DFY's desires for the I-HITS program.) Following termination of the provider's contract, DFY assumed responsibility for the program's service delivery; after a four month delay to re-establish the agencies' intended vision, policies, and procedures, the program began again with a new life and focus. Today, these two phases of the program's operation are treated as distinctly separate entities, each with their own theories of treatment and supervision, statistical records, and evaluation results.

During both phases of the program I-HITS provided:

- in-home family counseling, group counseling, and substance abuse treatment;
- school, work, and recreational program placement;
- intensive supervision; and
- weekly urine screening to monitor use of illicit substances.

When it began, the program had twenty participant slots (later reduced to sixteen) available and supervised participants for 90 days after their release from a DFY institution (this was later

expanded to a minimum of 120 incident-free days). Youth participating in the program were mostly minority males, had a history of substance abuse or drug sales, had been adjudicated by Family Court for either a felony or misdemeanor, and had completed a term of residential care in a non-community based DFY facility. All but one of the youth served by the program resided in Kings County (Brooklyn), New York.

While in the program, participants were assigned to one of up to four caseworkers, and were required to adhere to a strict schedule and curfew, attend school or be employed, submit to regular urinalysis, participate in substance abuse groups, life skills classes, and community service projects. I-HITS staff also completed and administered a broad array of assessments for each youth in the program, addressing areas of need, family satisfaction, and level of program participation. In addition, the program experimented briefly with electronic monitoring, first as a progressive sanction for various or repeated infractions, then as a standard measure for all newly admitted youth. This phase of the program was eventually abandoned because of concerns with the vendor and family/client objections about the equipment's intrusiveness. The youths' families were also involved in the supervision process by their participation in family groups, referrals to community placements, and during regular home visits (at least three per week) and telephone contacts. In addition, youth requiring services beyond the general scope of the program were referred to appropriate providers, with wrap-around funds used to pay for the services.

Although final evaluation data are not yet available, initial analysis indicates a relatively high rate of re-commitment to DFY institutions, 61% of the 76 youth served during the DFY program phase were unable to successfully complete the program. However, this statistic should be assessed in the context of the larger program—youth placed with I-HITS were considered high-risk prior to placement, had generally failed numerous placements previously, and the program was constrained by various bureaucratic obstacles, including hiring freezes, limited facilities, and funding uncertainties. In addition, when this trend became apparent, staff began to evaluate the characteristics that led to a successful program experience. A youth's level of participation immediately after admission was determined to be the key factor in predicting individual success. This was determined by analysis of I-HITS staff's participation scores for each youth. In addition, the presence of mental health needs and the distance traveled to the program site were also found to be predictors of a youth's success. Had the program continued, the results of these data would have been incorporated into the referral and expansion criteria.

When it became clear that, after repeated attempts, permanent funding could not be obtained, DFY was determined to close the program in the most positive manner possible. As the program wound down earlier this year, administrative and line staff reflected on the lessons learned over the two phases of the program:

- electronic monitoring—requires significant client/family preparatory work, system limitations must be clearly understood, and vendor relationships must be clearly defined.
- supervision length—90 days was too short, and youth should

be able to return to the program as a progressive sanction from subsequent placements.

- private contractors – caution and vigilance must be used when obtaining services from outside agencies.
- evaluation data – collect as much information as possible for use in future program development and analysis of existing service delivery.
- grantsmanship/state budget funding – catch the legislators' collective imagination and, above all, keep trying!
- inter-agency relationships – may be the source of unique funding opportunities, but require lots of care and feeding in the form of enhanced inter-agency dialog, information sharing, and making an extra effort to insure quality from all perspectives.

Overall, I-HITS internal *post mortem* was quite positive. Administrative and line staff continue to believe that the clients were well targeted and effectively served. The majority of line staff have obtained other positions in the DFY system, and are thus able to continue serving this special population, and the administrative staff are already using the lessons learned, positive and negative, in their operations and forecasting. While the loss of this program is regrettable, it is not a tragedy; its lessons and staff have transferred to other programs, and the DFY and OASAS can be confident that they were at the forefront of inter-agency cooperation and comprehensive service planning for juvenile justice youth.

## Juvenile Assessment Center Orlando, Florida



"Welcome to the Orlando Juvenile Assessment Center. Please . . ." These are the words that greet all juveniles arrested in Orange County, Florida, as they are booked into the Juvenile Assessment

Center (JAC) by their arresting officer. At this one location, various staffs decide if a youth will be transferred to pre-trial detention or released on a less restrictive basis, a comprehensive assessment is begun, pre-disposition reports are prepared and forwarded to the juvenile court (and, subsequently, the supervising probation officer), and a short-term, nineteen bed social detoxification unit is available, too. And, the first phase of this process is completed in six hours or less! It's a busy place!

Once again, this is a community that has developed its own version of the "Three C" theme (cooperation, coordination, collaboration). Included here because pre-trial detention decisions and pre-disposition reports for juveniles are normally probation functions, the Juvenile Assessment Center, opened in November 1994, is operated by a multi-agency coalition headed by a private not-for-profit corporation. The agencies contributing to the facili-

ties and operation of the JAC are: Florida Health and Rehabilitative Services/Alcohol, Drug Abuse and Mental Health, District 7 (funding/oversight), Department of Juvenile Justice (funding/oversight/screening/intake/probation supervision/post-intake detention services) City of Orlando/Orange County (provided the building and other in-kind services/custody/law enforcement/court services/intake detention services/client educational and truancy services), and Human Services Associates, Inc. (primary service contractor).

The building housing the JAC is a story in cooperation, coordination, and collaboration itself. Originally donated by the county in 1994, Health and Rehabilitative Services/Alcohol, Drug Abuse and Mental Health, District 7 (HRS/ADM) contributed \$516,000 for its remodeling. Originally an old warehouse, the JAC building has been transformed to accommodate 25,000 sq. ft. of office and program space, including two secure areas for booking and de-toxification. An additional 12,000 sq. ft. of space is currently under construction and will allow the JAC to house expanded de-toxification facilities, staff offices, truancy services, and training/meeting space. The expansion continues the Three C theme through its funding mechanisms: the county has contributed \$300,000, HRS/ADM has contributed \$264,000, and Human Services Associates, who presently leases the building has provided \$80,000 it obtained through a bank mortgage. In addition to involving governmental agencies in the comprehensive planning and operating processes, the JAC does something really radical – it treats its constituents (police officers, parents, arrested youth, etc.) like customers! They regularly review and assess their performance by surveying these groups and using the information gained to enhance service delivery. Over the course of the last two years, JAC staff have learned many things from their agency-partners and constituents, and have improved their response time and adjusted the scope of their services accordingly.

Upon entering the JAC, a youth progresses through the normal arrest intake process that one might anticipate anywhere. Upon arrival, the arresting/transporting officer can expect to spend approximately fifteen minutes transferring custody and completing paperwork, a vast improvement over times past when it could take hours to process a single juvenile arrest. The youth is then photographed, fingerprinted, and given a breathalyzer and drug test.

After completing intake, youth are then screened and assessed by a case manager. This assessment primarily determines the level of custody required prior to the youth's initial court appearance, with choices ranging from detention at the Orange County Juvenile Detention Center, placement in the Addictions Receiving Facility (the JAC's on-site social de-toxification unit), or parental release, but also provides initial information for use in the pre-dispositional report (PDR). Youth whose custody is transferred to another facility are followed there the next business day by their assigned case manager to complete the intake assessment; youth released to their parents are given an appointment to return to the facility in the next few days to complete the assessment. The case managers completing the assessments compile the information normally found in such documents (arrest/adjudication



record, school performance, etc.), but also complete a more thorough substance abuse and mental health assessment on the youth (using a variety of screening instruments), and may refer the youth's case to any of a number of other services and teams housed within the JAC, including the Family Services Planning Team (for Children in Need of Services, in addition to their pending delinquency action), the Targeted Case Management Team (for youth with serious emotional disturbances, and various others. Although not obligated to participate in any recommended services prior to their adjudication, the youth are strongly encouraged to do so as a show of good faith by all of the court officers involved. The benefits to the youth are manifold – the court may observe their level of commitment and they are receiving services sooner, rather than merely waiting their turn while being kept waiting on the streets. Once a youth has been adjudicated, the juvenile court may order the case manager to complete a PDR, including placement recommendations. After disposition, the intake assessment and PDR are forwarded to a supervising probation officer. However, certain services at the JAC may continue to retain an interest in an individual youth, and, if the youth is re-arrested, the supervising probation officer is drawn into the collaboration to assess an appropriate resolution. (The court may also order a youth's participation in any of the JAC's programs *ad hoc*, in addition to the activities recommended in the PDR, at the disposition hearing.)

In addition to Orlando's JAC, HSA is in the forefront of developing JACs throughout the state of Florida, and has been recognized as a national model by Treatment Accountability for Safer Communities (TASC). Indeed, much of Florida looks to District 7 for innovative service delivery ideas. Currently, each of Florida's 15 service districts have planned, or are operating, JACs. Each is slightly different, reflecting the needs of the particular community, but all adhere to the core principle of improving access to services, and thus the success, of juvenile justice youth and their families.

## Outdoor Intervention Program Douglas Co. Juvenile Probation Dept. Minden, Nevada



Began over fifteen years ago as an individual probation officer's reward for his juvenile probationers' good behavior, Douglas County's Outdoor Intervention Program has become one of its most unique

and visible supervision and assessment tools. The program provides carefully planned wilderness adventure trips for the department's youthful clients in a variety of environments. It also provides a unique means for the department to interact with other community agencies serving local youth, particularly those

whose clients are considered to be "at risk" for substance abuse or delinquency.

Douglas County Juvenile Probation provides a variety of services to the youth in its charge, including: assessments, group counseling, community work service, and many others. The Outdoor Intervention Program serves a number of functions within the department: standard probation condition, assessment tool, sanction, and reward. In terms of serving the department's substance abusing youth, the program is used as a prevention/early intervention tool to show the kids that there is a "high" from something other than drugs which is available, almost literally, in their own back yards.

The program has creatively obtained funding from a variety of sources, including the regular department budget, grants, donations, and in-kind contributions. The program also receives funds from, and is certified by, Nevada's Bureau of Alcohol and Drug Abuse. And, in addition to enjoying inter-agency, judicial, and administrative support, the department has insured its place in the community consciousness by: pursuing positive media relations, recruiting volunteers from throughout the community, and serving youth from a variety of referral sources. The media have been aware of the program from its inception, and support the department's efforts to take a creative, proactive approach to dealing with the community's delinquent and at-risk youth. The program's volunteers come in all shapes and sizes, ranging from former probationers sharing their experiences to specialized counselors running intensive therapy groups in non-traditional (and thus very attractive to the participating youth) environments. Parents of the youth are also involved in the trips, either as volunteers or through the assessments they receive about their child at the conclusion of the trip. Youth may come to the program through the local juvenile court as a standard condition of probation, as a sanction or reward for behavior while on probation, as an individual volunteer solely for the experience, or through a number of cooperative agreements with other community organizations, including schools and treatment providers. In addition, the program has been most willing to share its knowledge with other probation departments interested in developing similar programs, including Maui, Hawaii, Las Vegas, Nevada, Washoe County, Nevada, and Lawrence County, Indiana.

The program's regular staff are all highly qualified, certified wilderness and probation professionals. Programs are run with a high degree of safety and are well documented from pre-trip goal setting to follow-up assessments for each youth. The program is currently evaluating its outcomes by assessing the trips' effects on individual probationers, comparing their skills development and performance to probationers in nearby counties that do not provide wilderness experiences.

Over the years, programs have included: scuba diving, rock climbing, skiing, hiking, white water rafting, and canoeing. The program is not designed to be aggressively confrontive, as some outdoor experiential programs are, preferring instead to treat the youth in a consistently supportive manner. However, staff do not let negative behavior or expressions slip by; instead, they



address them in a positive manner, either individually or through a group process. Although significant acting out on a trip is rare, staff are prepared to deal with gross non-compliance. Staff are quick to note, however, that the only time a trip was aborted due to participants' behavior was when they were back-packing with a group of at-risk youth from a school program, all non-probationers.

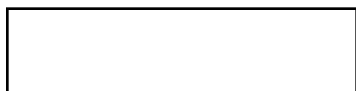
Many of the trips have a particular focus, such as youth who have been the victim of sexual abuse or all male or female trips. However, the majority of the trips are more general in nature, focusing instead on competency building, resiliency skills, responsibility skills, teambuilding, self-confidence skills, and providing alternative outlets for both youthful energy and the thrill seeking behavior that led many of the youth into substance abuse or other forms of delinquency.

A typical trip begins with a confidence/team building exercise, followed by transportation to the actual site. During this portion of the trip, the leader has the group assess its commitment to the activity, their reasons for participating, and their expectations of the activity. This is done in a non-judgmental way, yet can be alternately supportive or confrontive as necessary. The initial leg of the trip is devoted to developing the skills necessary to the activity (each and every graduate of a raft trip knows what a "drunken spider" looks like). And, somewhere along the way, the leader encourages the group to assess what has caused them to be present: committing an offense, behaving well or poorly on probation, or some other cause. This discussion can be painful at times, as each youth is challenged to reveal facts, motivations, and opinions that he might prefer to keep to himself. This allows the leader to assess each youth's abilities, progress, commitment, and potential, and this information is reported back to the youth's supervising probation officer upon conclusion of the trip. The balance of the trip is given over to perfecting and exhibiting the learned skills, with regular comparisons to desired/disfavored behaviors and experiences. The youth are eventually returned home tired and dirty, but with a sense of accomplishment.

The local justice community indicates that the program is meeting its objectives by providing quality services that meet the needs of the agencies involved, the community, and, most importantly, the youth themselves.

*(n.b.: By the way, a "drunken spider" is a group in a raft paddling out of sync – bad form during a team building exercise, and the antithesis of the program's goals.)*

## Washakie County Youth Alternatives Worland, Wyoming



Washakie County Youth Alternatives was originally the county's sole provider of juvenile probation services (through the Wyoming Department of

Correction). However, in 1992 that changed, and the Department of Family Services (DFS) took over probation supervision of delinquent youth adjudicated for felonies, leaving Youth Alternatives to specialize in supervising status offenders and juvenile misdemeanants placed on probation by the county's Municipal and Justice of the Peace Courts. The county's three DFS officers' caseloads now include adoptions, Child in Need of Supervision (CHINS), and neglect cases, in addition to their delinquency caseload. Misdemeanant and status offender probation generally lasts for a term of six months, while felony probation may last for up to a year or until age eighteen. DFS supervises approximately fifteen youth on probation, while Youth Alternatives supervises about twice as many, approximately thirty-five.

Since 1990, Washakie County Youth Alternatives has provided a variety of services to its youthful clients, their parents, and the community. In addition to standard probation supervision, these programs have included a: Minor in Possession program, prevention/diversion program (which examines criminal thinking patterns), Y.E.S. (a shoplifters' program), community work service, and others. The agency also administers two parent support groups for clients' parents, adults referred under CHINS actions or adult criminal charges, and non-criminal community referrals. In addition to supervision and case management, Washakie County Youth Alternatives has defined its mission to be substance abuse and delinquency prevention/early intervention through education, counseling, and community outreach. Youth Alternatives maintains close contacts with other community agencies and extends services and group participation to clients' siblings and parents, often maintaining almost a drop-in center for the youth after school and in the summer. And, in addition to the county's Human Resource Council, they are participating in the development of a local youth center for the town of Worland. Youth Alternatives also closely ties its evaluation efforts to the community by reporting their recidivism rates and needs assessment results to the County Commissioners who, in turn, present the information for public opinion and input.

Juvenile crime in Washakie County (population 8,400), by urban standards, is minimal – definitely the shallow end of the delinquency pool. However, the community perceives youthful substance abuse to be a significant problem: in a frontier area, with limited recreational outlets, there are few other perceived entertainments available to those unable to travel the great distances common to the area. Presently, alcohol abuse is the most common substance used by local youth, but methamphetamines, inhalants, marijuana, and tobacco are increasing in popularity. Over 22% of the youth placed under Youth Alternatives' supervision have been ordered to participate in the Minor in Possession (MIP) program. (The MIP program has an 18% recidivism rate, measured by a subsequent MIP referral.)

The MIP program consists of ten sessions, augmented by other program participation and supervision contact. The sessions cover individual/family assessments, education on the effects of substances on communities, families, and youthful bodies and minds, and alternative outlets and coping strategies. The make-up of

groups can vary significantly over time, and the rotating nature of assignments gives the youth a diverse view of the various stages of self-awareness exhibited by their substance abusing peers. Program completion is rewarded by a certificate and, possibly, an early release from probation supervision. Any youth not effectively served by the MIP program (or any other Youth Alternatives' program) is eligible for referral to Washakie Mental Health Services or to two other private providers in the county.

Training and development assistance for the MIP and other programs has been provided through a variety of sources supported by the state and other grant dollars, but also through the local Human Resources Council. It should also be noted that the diversity of the Youth Alternatives staff is one of its greatest strengths. The director has over thirty years experience in the field of education, while her assistant is an alumnus of the MIP program and still completing his education. Both also lend their time and expertise, formally and informally, to a variety of agencies providing ancillary services to their clientele and the community at large.

It is difficult to separate the substance abuse services provided by Washakie County Youth Alternatives from its other programs, as the staff consider them to be part of a larger whole. On a tight budget that combines county funding and numerous grants, Washakie County Youth Alternatives provides multiple services that complement and enhance those offered by the DFS. The agency has taken a low key approach to providing sensitive services in an area where any services are scarce. Admission of a problem with a youth's behavior, evidenced by participation in a juvenile justice program, is also perceived as more difficult in an extremely rural area, where all of your neighbors know that your child appeared in court or saw his probation officer yesterday. Youth Alternatives clients are given an in-depth assessment that measures their risk to re-offend, substance abuse history, family and education history, and future goals, viewing the client's whole situation, rather than merely the fact of the adjudication. And, the freedom normally afforded by the broadly worded probation order allows staff to place youth in any or all of the available programs to expand the scope of their intervention or as a graduated sanction in lieu of a violation. The lack of in-depth resources is probably the greatest struggle facing the community. The nearest juvenile in-patient substance abuse treatment facility is 92 miles away in Cody, Wyoming, adding to the community's sense of urgency to serve youth early, before their delinquency career has had a chance to develop.

Washakie County's human services community has decided to invest a large portion of their resources in early intervention for juvenile offenders. By intervening when a youth is still facing intra-familial sanctions or misdemeanor adjudications, rather than a felony adjudication or waiver, the county's justice systems are making a concerted effort to prevent the youth's further penetration into the delinquency or criminal justice systems. While this is a highly recommended way to focus their dollars, there seems to be little in the way of intermediate sanctions available to the community's adjudicated youth. The local prosecutor, public

defender, and judiciary acknowledge that they spend a disproportionate amount of their time handling juvenile cases, and they are some of Youth Alternatives' greatest supporters, preferring to place youth in early intervention groups whenever possible. At the extreme other end of the scale, the Wyoming Boys' School, the state's juvenile boys' institution is also located in Washakie County, providing a stark contrast to the two ends of the spectrum. □

## 42<sup>nd</sup> Annual Conference

of the

### Probation Officers Association of Ontario

October 20-23, 1996

Deerhurst Resort, Huntsville, Ontario

The conference theme, "Helping the Helper," acknowledges the needs of helping professionals in dealing effectively with the changing and increasingly complex society. The conference logo, a Dream Catcher, symbolizes the legitimacy of addressing personal needs.

Workshops and plenary sessions are geared to addressing and promoting well-being and professional development, thereby increasing effectiveness not only to clients, but also to the community.

The registration fee in Canadian dollars is \$195 for POAO members and \$295 for non-members. After September 30, the cost increases to \$220 for POAO members and \$320 for non-members. The dollar exchange rate makes these fees very attractive in American dollars. All registration fees are subject to a 7% goods and services tax.

For more information please contact Jim Hanwell at (705) 329-6010.

# A Look Back at FROM VISION TO REALITY: BALANCING PREVENTION, INTERVENTION AND ADVOCACY

Approximately 1,500 participants gathered in Chicago, Illinois for the 21<sup>st</sup> Annual Training Institute, June 30-July 3, 1996. The event, co-sponsored by the Illinois Correctional Association and the Illinois Probation and Court Services Association, offered participants top-rate education programs, opportunities to see, test and compare the latest products and services, and peer networking activities.

## Program

The Institute's program was kicked off with "Balancing Prevention, Intervention and Advocacy," the inspiring keynote presentation delivered by Norman Helber, Chief Probation Officer, Maricopa County Adult Probation Department, AZ. Mr. Helber brought a sense of history, humor and humanity to APPA's Vision and this Institute's theme. His address was truly a highlight of the Institute.

This year's plenary session was presented by the distinguished speaker, Timothy J. Flanagan, Ph.D., Dean of the College of Criminal Justice, Sam Houston State University and Marlene Young, Ph.D., J.D., Executive Director, National Organization for Victim Assistance. "Establishing the APPA Vision in a 'Chain

Gang' Environment," addressed crime prevention solutions coming out of our legislative bodies that appear to be at direct odds with the values and beliefs of most criminal justice practitioners and scholars. Mr. Flanagan provided compelling information regarding public attitudes towards sentencing options.

This year's Institute also offered attendees a special session, "What To Do About Drugs: Opportunities and Obstacles in Effective Partnerships." Jeremy Travis, Director of the National Institute of Justice, hosted a multi-faceted panel of participants in drug abuse initiatives, including federal, state and private foundation representatives. Panelists discussed the kinds of partnerships they see as essential, the obstacles to effective local mobilization, and suggested some innovative ways to overcome them.

The workshops at this Institute were some of the highest rated workshops ever. With topics including, community partnerships, restorative justice, judicial concerns, as well as juvenile and victims issues, attendees had the opportunity to tailor-make their training to meet their own needs.

The Institute's program was concluded with "Attitude is Everything," presented by professional speaker, trainer, consultant and author, Keith Harrell. This dynamic closing session taught

powerful techniques for maintaining a positive attitude in today's competitive and changing workplace. Mr. Harrell's humorous and motivational session sent attendees home renewed and ready to tackle anything.

### Social Activities

APPA's Institutes are always known for social activities that provide networking opportunities and a chance to relax after a long day of workshops. This year's social activities were no exception. Kicking off the conference, the Corporate-sponsored Opening Reception, "Chicago Blues and Beyond" allowed attendees to mingle with both old and new acquaintances while enjoying authentic Chicago cuisine along with the classical jazz and blues that Chicago is known for. A special thanks to Ameritech, BI Incorporated, Digital Products Corporation, Lockheed Martin, NCTI and Roche Diagnostic Systems for sponsoring this spectacular event.

The sold-out gala event offered attendees a truly spectacular evening. The evening started with a private voyage on Lake Michigan while enjoying beverages and the city's magnificent skyline. Participants arrived at the Navy Pier for an elegant dinner,

music and dancing. The evening was concluded with a leisurely ride back the hotel on open-air trolleys. A special thanks goes to Ameritech for sponsoring this memorable evening.

### Exhibit Showcase

The 1996 Annual Exhibit Showcase was one of the largest in APPA's history. Over 65 vendor companies gathered to give participants the opportunity to see, test and discuss the latest products and services available to the field. During receptions, participants could leisurely stroll around the exhibit hall while enjoying cocktails and hors d'oeuvres.

Participants also had the opportunity to win cash prizes in the Baby Baffle contest. The contest, which consisted of participants matching baby pictures to the respective adult representative of Corporate Member companies, proved to be both challenging and fun. Thanks to the sponsorship of the following corporate members, over \$3,000 were given away as prizes: Ameritech, BI Incorporated, Digital Products Corporation, House Arrest Services, NCTI, PharmChem Laboratories, ProTech Monitoring and Roche Diagnostics.

## Thank You to the Sponsors of the APPA 21<sup>st</sup> Annual Training Institute

*APPA wishes to recognize those companies whose generous support of the APPA 21<sup>st</sup> Annual Training Institute held in Chicago, Illinois, June 30- July 3, 1996, and the APPA Research and Development Fund has allowed APPA to maintain its high standards of Institute training and contributed to the future of community corrections.*

### Ameritech

Ameritech is one of the world's largest communications companies providing telephone, cellular, paging, data, video and information services to over 13 million customers. Corrections is one of the industries in which Ameritech has focused its efforts. Ameritech is building a full portfolio of services to increase the effectiveness of organizations in the corrections industry. One of our premier services is SpeakerID—an accurate, cost-efficient voice verification solution for home monitoring. For more information contact Don Goring at (800) 852-1901.

### BI Incorporated

BI Incorporated is a worldwide leader in provision of information systems and services to corrections professionals. BI provides electronic monitoring products, automated telephone reporting services and institutional management software systems to over 1700 locations in North America, Europe and Asia. For more information contact Bill Lockwood at (800) 241-2911.

### DPC Monitoring Services

DPC (Digital Products Corporation) delivers electronic supervision equipment and decision support systems to the criminal justice and corrections industry. DPC's primary market is community corrections. Within this market, DPC is a leader in electronic supervision; integrating information management systems with monitoring technologies to offer comprehensive solutions that address participant behavior and community corrections program management. DPC's

commitment is to help agencies improve program performance, gain judicial confidence, and build legislative support by providing accurate, reliable data; timely, useful information; and operations integrity. For more information contact Peggy Conway at (800) 323-9476.

### NCTI

NCTI is recognized as a leader in providing diversion programs, behavior change curriculum and dynamic training. From cognitive restructuring programs to offense specific curricula, our programs are ideal for alternative sentencing options, court diversion, juvenile and adult probation departments, bootcamps and detention centers. For more information contact Gary Bushkin at (800) 622-1644.

### Roche Diagnostics Systems

Roche Diagnostic Systems is a worldwide leader in providing products and services to the drug testing industry. Roche Diagnostic Systems offers the OnTrak "CLASSIC" test kits and most recently the new OnTrak TESTCUP, which provide rapid, onsite test results for intake screening, rehabilitation monitoring, counseling, crisis intervention or any situation in which immediate drug use status is required. For more information contact Robert Aromando, Jr. at (908) 253-7720.

### Other Sponsors

Abbott Diagnostics, Advanced Business Sciences, Inc. (ABS), House Arrest Services, Inc., PharmChem Laboratories, and ProTech Monitoring.



# 1996 APPA Awards

*The annual awards of the American Probation and Parole Association were presented during APPA's 21<sup>st</sup> Annual Training Institute in Chicago, Illinois, June 30-July 3, 1996. Congratulations to the award recipients in recognition of their contributions and dedication to the probation and parole profession.*

## APPA Community Service Award

### Tim Robbins

Motion Picture Director and Actor  
New York, New York

Tim Robbins, long recognized for his talents in the entertainment industry, recently directed the inspirational film *Dead Man Walking*. Under his directorial guidance, the movie made a monumental contribution to broadening the public's understanding of the issues and consequences surrounding capital punishment. His work challenged viewers to re-examine their pre-conceived opinions about this most significant social and public policy issue. The filmmaker masterfully balanced the feelings and interests of the victims, offender, criminal justice professionals and society at large. The film's characters (the offender, victims, Sister Perjean and the criminal justice professionals) were neither demonized nor sanctified. APPA's appreciation for Mr. Robbins' efforts to educate the public and raise awareness of these issues is reflected in the presentation of the Community Service Award.

## APPA Member of the Year Award

### Bruce Gibson

Director  
Clemont County Adult Probation  
Court Services  
Batavia, Ohio

Bruce Gibson has been an active member of the American Probation and Parole Association since 1986. His extensive involvement with APPA is the epitome of what makes APPA such a special and

successful organization. Bruce has served on several committees such as the Annual and Winter Institute Program Committee and has been an active member of the Accreditation and Continuing Education Committee since 1988 where he has most recently served as chairperson since 1994. As a committee member, he was involved in the development of the training accreditation process which APPA currently uses to provide continuing education units for APPA training. Mr. Gibson's goal as chair of the accreditation committee is to provide quality control services for all APPA sponsored training activities. His commit-

ment to APPA is recognized not only in his dedication to his assignment as chair of the Accreditation Committee, but is evident in his work at sustaining the high rate of APPA membership in Ohio. He consistently provides above standard service to ensure that the materials advertising APPA membership and events are made available at all community correction events in the state.

## President's Award

### Reparative Probation Program

Vermont Department of Corrections  
Waterbury, Vermont

The Vermont Department of Corrections' Reparative Probation Program is an innovation that challenges the criminal justice profession to approach justice in a radically different way. The program was developed in response to an increasingly frustrated and dissatisfied public who view the criminal justice system as an indifferent apparatus primarily concerned for the offenders with little regard for the victim. What has evolved is a program that has shifted the government's role from a provider of human social services to a supporter of developing communities and families to provide those services. The purpose of the program is to shift the framework of correctional operations from a "retributive"-driven model of justice to a more responsive (for victims, communities, and offenders) "restorative"-driven model of justice. By emphasizing grass roots level participation in the criminal justice system, crime is now seen as not only a violation of one person by another, but also as a violation of the community. The process promotes problem-solving and dialogue to achieve a more effective resolution for all parties - victim, offender, and community.

The program works because it gives Vermont citizens a voice in justice. There are currently citizen volunteers serving on 21 boards in every county in Vermont. The program holds offenders accountable, lets them make amends, restores the victim, and adds value to the community. In addition, the program frees up correctional resources to focus on violent and dangerous repeat offenders. The Reparative Probation Program has received national and international attention and is an example of a community based program that is restoring the public's confidence in the criminal justice system.

### University of Cincinnati Award

**Arthur J. Lurigio, Ph.D.**  
 Director of Research and Evaluation  
 Cook County Adult Probation  
 Department  
 Chicago, Illinois

Dr. Lurigio is a powerhouse of research and publications in the fields of probation and community corrections. Through his great interpersonal and communication skills and vast knowledge about probation

practice, he has influenced the field locally as well as at the state and federal levels.

The hallmark of Dr. Lurigio's research is its practical significance. Most of his studies have influenced policies or procedures in the criminal justice system. Moreover, he has performed numerous studies at both the local and national levels including the impact of HIV on the probation/court system and the growth of intermediate punishments. He has expanded information regarding the mentally ill on probation and parole and he has applied psychological theories to help us understand probation officer's decisions. In addition, he has advanced our thinking regarding domestic violence, drug abuse, and victims of crime.

Dr. Lurigio has managed to bridge the gap between academia and practice. His devotion and significant contributions to the fields of probation and community corrections make him a deserving recipient of this award.

### Sam Houston State University Award

**Mark Carey**  
 Director  
 Dakota County Community  
 Corrections  
 Hastings, MN

Mr. Carey has 19 years of experience in the correctional field serving as a counselor, probation officer, planner and consultant. He is currently the Director of Dakota County Community Corrections,

and previously served as Director of Dodge, Fillmore, Olmstead County Community Corrections. He is a primary protagonist for the implementation of restorative justice principles in community corrections. Mr. Carey is widely recognized for his integrity and humanitarian beliefs and principles, and his facilitation of creative solutions to problems facing the criminal justice system. He is also well known for the implementation of innovative correctional practices while ensuring full participation of the community, systems professionals, and victims advocates. In short, he "gets things done" without ignoring consensus building and partnership development.

Mr. Carey has served as President and Chair for numerous Associations and was a member of the Probation Standards Task Force and the DOC Task Force on electronic warning devices. He has been a consultant to a plethora of national organizations including NIC and Community Research Associates and is currently on the American Probation and Parole Association's Board of Directors. In 1993, he was selected as the Corrections Person of the Year by the Minnesota Corrections Association.

In addition to his work with various organizations, Mr. Carey also teaches juvenile justice at Rochester Community College and has made significant contributions to corrections through his writings.

He has published a number of articles in the American Probation and Parole's quarterly journal, *Perspectives* and also the Minnesota Corrections Association's *The Forum*. Among some of the articles he has published include *Imagine if the Media was Restorative Minded; Its Time to Amend our Community Correction Acts to Restorative Justice Acts; Reforming the Criminal Justice System; Intermediate Sanctions and Probation Crowding; and Minnesota Sentencing Guidelines and Their Effect on the Probation Officer*.

### Walter Dunbar Memorial Award

**Harvey M. Goldstein**  
 Assistant Director for Probation  
 Trenton, New Jersey

Mr. Goldstein was instrumental in developing the first parole guidelines in the nation while working for the United States Parole Commission. Since that time he has contributed his efforts to a number of programs including an Adult Probation Management Information System and the

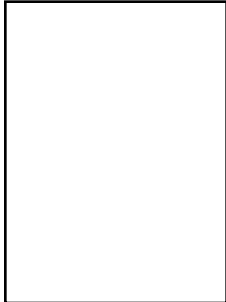
first Juvenile Probation Management Information System. Mr. Goldstein also assisted in implementing a statewide financial system for collecting restitution, Violent Crimes Compensation Board penalty assessments, drug fees, supervision fees and other court ordered obligations.

Among his other accomplishments are the development of the first recidivism risk measures, the implementation of a statewide community service program, beginning specialized caseloads for adult and juvenile offenders and adopting the National Institute of Corrections model system for classification, case planning and supervision.

Mr. Goldstein has been recognized for his achievements with numerous awards including the 1991 Exemplary State and Local Awards Program from the National Center for Public Productivity and was a 1994 semifinalist in the Innovations in State and Local Government.

He is currently the Assistant Director for Probation in Trenton, New Jersey.

### Scotia Knouff Line Officer of the Year Award



#### **Susan Acosta**

Deputy Probation Officer II  
Northeast Juvenile Justice Center  
Alhambra, CA

Susan Acosta has extended her time, energy and skills well beyond her routine duties and responsibilities. Ms. Acosta is genuinely interested in the well-being of others and is a role model for others in the corrections field. She has been very

instrumental in bringing together community based organizations and resources to address issues and concerns vital to the very fabric of youth and their families. Ms. Acosta's vision combined with innovation has greatly enhanced county services in a community that was experiencing a lack of resources.

One of Ms. Acosta's many strengths lies in her ability to bring together various communities through her ingenious and award winning programs. She has been particularly interested in educating youth, teaching them to build healthy relationships and to encourage them to expand their horizons. "A Donde Vas" was an award winning program initiated by Ms. Acosta in which a target group consisting of teen mothers made the decision to return to school. The students were persuaded not only to stay in school but to graduate. The program was recognized with a Commission Plaque presented by the Los Angeles County Quality and Productivity Commission in 1994.

In addition, she also instigated the "Stop the Violence and Abuse" program. This domestic violence project is geared toward juveniles and is a collaborative educational and preventive program involving students, counselors, and administrator from Lincoln High School, the East Los Angeles Skills Center, the Community Health Foundation of East Los Angeles and the Northeast Juvenile Justice Center. The program is designed to disrupt the cycle of abusive relationships and to assist high school boys and girls in developing healthy interpersonal relations. This program was presented to over 600 students from local schools and has been cited at a National Conference in Washington, D.C., as a model for student programs. The program was also recognized as one of the top ten Productivity and Quality Awards from the Los Angeles County Quality and Productivity Commission.

These programs are a strong indicator of Ms. Acosta's commitment to the community and of her ability to go beyond the demands of her daily routines. She has demonstrated strong leadership skills which are further enhanced by her respect for differences. Ms. Acosta has truly embraced the concept of prevention, and in doing so she has managed to improve the lives of those around her.

The text from Ms. Acosta's acceptance speech appears on page 51.

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

The American Probation & Parole Association would like to give special recognition to everyone who was nominated for the Scotia Knouff Line officer of the Year Award. Their outstanding commitment and contributions to the field of probation and parole have made a difference.

#### **Thomas J. Bell**

Probation & Parole Agent  
Adrian, MI

#### **Thomas Brancato**

Parole Officer  
Buffalo, NY

#### **Timothy Alan Bacon**

Supervisor  
Lansing, MI

#### **Ornetta Lockette Campbell**

Probation & Parole Officer  
Norfolk, VA

#### **Shawn Cohn**

Probation Officer III  
Northglenn, CO

#### **John A. "Jack" Cook**

Deputy Probation Officer I  
Downey, CA

#### **H. Reed Cox**

Juvenile Probation Officer I  
Florence, AZ

#### **Cheryl A. Evans**

Parole Agent  
Jackson, MI

#### **Terrell C. Flucas**

Coordinator  
Dayton, OH

#### **Mr. Grkinich**

Investigator Aide  
Downey, CA

#### **Theresa Heiman**

Community Supervision Officer  
Beaumont, TX

#### **Christine Heisel**

Probation & Parole Officer I  
St. Louis, MO

#### **Molly Horwitz**

Adult Probation Officer  
Skokie, IL

#### **Carol Klein**

Probation Officer  
Chicago, IL

#### **Richard Edward Martin**

Home Confinement Officer  
Chicago, IL

#### **Kimberly McGann**

Probation Officer  
Fort Morgan, CO

#### **Rebecca R. Mead**

Investigator / EMP Consultant  
Los Angeles, CA

#### **Philip W. Proferes**

Probation Officer  
Long Island, NY

#### **Michael A. Roberts**

Probation & Parole Agent III  
Greenville, SC

#### **Dennis G. Robydek**

Probation Agent  
Grand Rapids, MI

#### **Vicki Sanderford**

Parole Agent II  
Sacramento, CA

#### **Debby Ann Show**

Group Counselor I  
Riverside, CA

#### **Jeanette Sterkel**

Probation Officer II  
Northglenn, CO

#### **Judy Taylor**

Deputy Probation Officer  
San Diego, CA

#### **Ed Varela**

Probation Officer  
White Plains, NY

#### **Karen Vigil**

Probation Officer III  
Greeley, CO

#### **Martha E. Walton**

Probation Officer  
Detroit, MI

## Scotia Knouff Line Officer of the Year Acceptance Speech

Distinguished Guests and Colleagues:

I am extremely honored and grateful that the American Probation and Parole Association selected me to represent characteristics that they deem worthy and desirable in a Deputy Probation Officer. I would be remiss if I did not take this opportunity to extend a word of gratitude to the Los Angeles County Chief Probation Officer, *Barry Nidorf*, for creating a work environment that is empowering and encourages the autonomy necessary for developing educational and prevention programs aimed at high-risk youth.

Also, I appreciate the suggestions and support of my Director, *Ernest Castro* and co-workers at Northeast Juvenile Justice Center. Both programs, the "A Donde Vas" (Where Are You Going?) and the "Stop the Violence and Abuse," were greatly enriched through collaborating and partnership approach that is so critical in times of limited resources and funds. The programs tested our team approach for the long haul in attempt to improve the quality of life for our young people, their families and our community. However, we embarked on the challenging course with contagious enthusiasm, and with full knowledge that there was no budget or funding for these programs. The "A Donde Vas" (Where Are You Going) program was based on the premise that it isn't important where you have been, but the real issue is where are you going? This year-long school program encouraged high-risk students to remain in school and to graduate, but, it also helps them to enhance their self-esteem. This program was designed to instill the belief that higher education is attainable for everyone. A special thanks goes to Ramona High School students and their principal. The "Stop the Violence and Abuse" program was designed to help identify and prevent the cycle of abusive relationships and to assist teenagers in developing healthy friendships. The program's workshops featured discussions and plays about abusive relationships. In addition, high school students wrote dramatizations and presented them to over a thousand students at various Los Angeles schools. Therapists and other facilitators also provided referrals and services. Furthermore, this programs would not have been possible without the encouragement and inspiration from the Abraham Lincoln High School administrators and counselors. A special tribute goes to those exceptionally talented students who helped frame relevant issues that addressed concerns of our young people today.

There is no doubt that I have been blessed in having partners that shared this common vision and valuable goal. From all this, I have grown professionally by working in a Probation Department that exemplifies true commitment in giving quality assistance and service to our community. As the millennium approaches, professionals in this field of probation face numerous problems and challenging issues. Juvenile justice is evolving and expanding. Will the end result be a system of rehabilitation for our youth, or will instead, follow the path of adult justice that is geared toward punishment? Our experience with the success of these nontraditional projects that were so enthusiastically embraced by students and adults alike, tell us that we should continue to embark on uncharted paths, in the hope of finding a better future and a safer world for our children. Thank you so much for this distinguished award. It truly validates our partnership efforts as we strive to address real life issues confronting young people, their families and the community.

Susan Acosta