



American Probation and Parole Association

Spring 1997

# PERSPECTIVES

**Powering New Programs  
With Limited Resources**



# PRESIDENT'S MESSAGE

Rocco A. Pozzi

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

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The Council of  
State Governments

For those of you who did not attend APPA's Winter Institute in Salt Lake city, you missed a terrific opportunity to participate in some outstanding training sessions as well as have a great time. As usual, the co-sponsor, the Utah Correctional Association, the local host, the Utah Department of Corrections, and the APPA staff demonstrated their unique talents in once again coordinating a worthwhile and memorable conference. Again, many thanks to Ray Wahl and the members of the Host Committee.

If you failed to attend this important event, there is a way for you to regain grace. The 22<sup>nd</sup> Annual Training Institute will be held in the great city of Boston, starting on August 17 through August 20. Based on what I've seen and heard to date, as usual, the location, training and social events will be outstanding. Not only is this the home of John Augustus and, subsequently, where probation started, but this is where I turn over my post to the incoming president, Annette Henderson. I hope you all can be there to welcome our new president and to attend the membership meeting to hear Annette's blueprint for her presidency for the next two years.

Since my last message, APPA has lost two outstanding leaders, Judge Joe Keagans of Texas and Jerry Brocklesby of Massachusetts. Both individuals were true leaders in their own states, but freely gave to us on the national level as well. It is interesting that the word "original" applies to both of them.

Judge Keagans was instrumental in expanding APPA events to the judiciary. After getting her feet wet by working on the Victim's Issues Committee, she firmly believed that "... judges need to hear this stuff!" Both the Judicial Committee, where she served as chair, and the Judicial Track at the Annual Institute are direct results of her efforts. She did not tolerate fools but respected competence. She loved Texas and followed her university's football team — the Texas Longhorns — around the country for critical games. She paid her dues as one of the first female district judges in Texas. She made a difference.

Jerry's legacy to APPA is the tradition of solid, worthwhile education at our Institutes. He fervently believed in the professionalism of community corrections and worked to assure that we all had the opportunity to be at the "cutting edge" of our work. The top notch faculty who Jerry cajoled into donating their efforts to APPA responded to Jerry despite his hearing problem. He couldn't hear the word "no". Tenacity is only one of the adjectives I would ascribe to Jerry. Others would include loyalty, integrity and friend. It is fitting that APPA will be in Boston this summer at Jerry's initiative.

The many APPA friends and colleagues of "Judge Joe" and Jerry will miss them and feel their loss at both a professional and personal level. Both were giants. □

# LETTER FROM THE EDITORS

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

Welcome to the Spring 1997 issue of *Perspectives*. As is always the case with our issue this time in the year, we start the process of disseminating information regarding the upcoming Annual Institute which is scheduled for August 17-20 in Boston, Massachusetts. We hope that you will be making your plans to attend and encouraging your colleagues to join us by sharing this information with them. Look for registration information in the Summer issue of *Perspectives*.

Among our regular features in this issue, the first is the NIJ Column, prepared by Ed Zedlewski. In this piece he reflects on the issue of measuring effectiveness for community corrections. He suggests measures be developed across a number of domains and cites some interesting and practical examples.

Our second regular feature has been prepared by George Keiser of the Na-

tional Institute of Corrections in Washington, DC. He reports to us on the recent national summit on "Promoting Public Safety Through the Effective Management of Sex Offenders in the Community." This summit has produced a blueprint for improving the justice system's ability to deal with this very troubled and troubling group of offenders. In this NIC column, Mr. Keiser also announces the process for community corrections agencies to obtain technical assistance and training in this important area.

Our third regular feature is Forum, written by APPA's new Staff Director, Carl Wicklund. Carl reports on the very intensive juvenile justice reform efforts occurring in Arizona in recent years. In particular, he reviews the components of a referendum passed last November known as the "Stop Juvenile Crime Initiative." This initiative continues the trend toward the adultification of the juvenile justice system. His article outlines some of the critical and unanticipated challenges this direction has presented to Arizona's policy makers.

Focus on Affiliates announces the partnership of the New England Council on Crime and Delinquency and APPA in planning for the upcoming Annual Institute in Boston. Also announced are the annual award recipients of the Minnesota Corrections Association.

Our last regular feature is Vision adVentures. This article announces two community corrections agency winners of The Council of State Governments' Innovation Awards Program. Congratulations to New Jersey's Comprehensive Enforcement Program and the Washington State Department of Corrections' Neighborhood-Based Supervision Program.

Turning to our special features, our first has been contributed by Jean Wall, Director of the Crime Victims Bureau of the Louisiana Department of Public Safety and Corrections. Director Wall

describes the development and operation of the Bureau of Victims' Services which was established to make a significant contribution to the victims' rights movement in Louisiana.

Our second special feature is entitled, "Outcome-Based Supervision for Pregnant, Substance Abusing Offenders". Vicki Markey, Sunny Ariessohn and Margaret Mudd describe the efforts of the San Diego County Probation Department to redesign its adult supervision programs and develop performance-based outcomes for all its activities. This special feature focuses on new intensive supervision models called the Women and Their Children program (WATCH), which has demonstrated encouraging results in working with a complex group of offenders.

Our third special feature is entitled, "Cog Probation" and was contributed by Mark Carey, Director of Dakota County Community Corrections in Hastings, Minnesota. His article describes a new model for case planning and service delivery based on a synthesis of the recent research on effective interventions in community corrections. His cognitive behavior model for correctional intervention offers a thoughtful approach to the important objective of risk reduction for community corrections agencies.

Our last special feature, "Making The Right Connection: A Cost-Effective Prerelease Program for HIV Inmates," was contributed by Vicki Sanderford, Parole Agent, California Department of Corrections. Ms. Sanderford discusses the Transitional Case Management Program which aids institutions with discharge planning and connects parolees with medical and social services in the community in order to reduce recidivism rates and insure proper medical care for the HIV offender population.

As always, we invite your comments and contributions by contacting members of the Editorial Committee. □

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# VISION *ad*VENTURES

## Community Corrections Programs are Among CSG Innovation Award Winners

Each year, The Council of State Governments (CSG), secretariat to APPA, through their Innovations Awards Program, recognizes innovative programs and policies that have been successfully implemented by individual states. CSG's Innovations Awards Program was established in 1986 to bring greater visibility to these exemplary state programs and to facilitate the transfer of those successful experiences to other states. Eight programs are selected each year and are based on criteria including newness, creativity, effectiveness, significance, applicability and transferability. Winners are selected based on evaluation by state government officials.

This year CSG selected two programs directly related to community corrections. *Demanding Payment*, New Jersey's Comprehensive Enforcement Program, and *Neighborly Crime Fighters*, Washington state's Neighborhood-Based Supervision Program, are both examples of the high level of excellence required to be selected as an Innovations Award Winner.

For more information about the CSG Innovations Awards program, contact Debbie Powell at (606) 244-8249.

### Demanding Payment

Collecting court-ordered fines and restitution is often inconsistently enforced in many jurisdictions. Judges are overburdened with dockets full of violent and repeat offenders, leaving little or no time to deal with relatively minor fines and community service sentences. That's why New Jersey implemented the Comprehensive Enforcement Program (CEP).

CEP uses hearing officers instead of judges to preside over hearings and ensure that fines, fees and restitution are paid and that community service is

performed. Hearing officers also monitor payment schedules and impose penalties for noncompliance.

One innovative aspect of the program is that it is a self-funded program. Twenty-five percent of the collections received through CEP (excluding money collected for victims) may be retained to fund the program.

Encouraging people to meet their responsibilities sometimes takes extra effort. Penalties for noncompliance include suspending a driver's license, seizing assets, placing a lien against property or wages and extending probation. CEP provides stiffer sanctions when necessary.

In CEP, there are positive incentives to pay up. Probationers who complete their payments and other conditions of their sentence on time are recommended for early termination of probation.

CEP has been expanded to include juvenile probationers. A pilot project is testing the effectiveness of CEP with municipal court cases when the offender is not sentenced to probation. The program also may be used to help collect motor vehicle surcharges and other fines previously seen as uncollectible.

CEP's success has led to broad support across the state. The high court's endorsement was clear. "There can be no respect for the law, for the court system, unless there is compliance with judicial orders and unless that compliance is seen and is treated as a priority," stated former New Jersey Chief Justice Robert N. Wilentz.

### Neighborly Crime Fighters

A city's streets, not state offices, are the best places to fight the war on crime, Washington state is finding.

Washington's Department of Corrections moved its community corrections

officers out of their offices and into the streets of Spokane three years ago. The corrections officers joined local police, who already had instituted community policing, at police substations, called COPS Shops.

In the Neighborhood-Based Supervision Program (NBS), the department also gave the officers greater autonomy and the authority to make decisions collaboratively with local residents and organizations. The officers' caseloads were adjusted to allow them to spend time on community activities.

Both programs seek to help residents create a renewed sense of safety. Community corrections officers work directly with the offender's family and the public. By working in the area, officers are more aware of jobs available to offenders leaving prison and seeking employment. The officers also participate in local events, including fundraisers, volunteer boards and child safety programs. By being on the scene, they are able to develop crime-prevention strategies with local businesses and residents.

Jack Kopp, a community corrections section administrator, said, "The program has helped accomplish a great deal over the past two years. Residents and businesses are feeling empowered as they perceive more control within their neighborhoods. There is evidence of enhanced safety and security, including a 35 percent reduction in burglaries since the inception of COPS West (one of the COPS Shops locations) and NBS." □

## Attention Line Officers!!

We want to hear from you! Send us your comments on these topics:

- Changing Role of the Line Officer
- What's Working in the Trenches
- Lessons for Administrators

**Send your comments to:**

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## FOCUS ON AFFILIATES

### New England Council on Crime & Delinquency to Host 1997 Annual Training Institute

by Terry Borjeson, Deputy Director of Administration, Department of Adult Probation (CT)

The New England Council on Crime & Delinquency (NECCD) is proud to host the 1997 Annual Training Institute of the American Probation and Parole Association (APPA) on August 17-20 in Boston, Massachusetts. The host hotel is the Sheraton Towers, which is located in the heart of downtown Boston. The theme for this Institute is "Catch the Spirit, Join the Revolution Against Violence for Safe Communities." We believe this theme clearly reflects the concerns of not only the members of our profession, but also the members of the communities we serve. This event will mark the 22<sup>nd</sup> Annual Training Institute for APPA and the 58<sup>th</sup> Annual Training Institute for NECCD.

The NECCD was organized in 1938. The membership of the council is composed of numerous individuals from agencies and organizations engaged in the practice, study, planning or admin-

istration of crime and delinquency initiatives. The disciplines include adult and juvenile probation, institutional corrections, law enforcement, parole, public and private organizations and academic institutions.

The mission of the NECCD is to provide realistic, innovative and effective programming for crime and delinquency prevention and control in the New England states. The organization is committed to developing the highest professional standards for public safety and rehabilitative disciplines for the delivery of services to offenders. This is accomplished through effective coalitions to influence policy decisions, professional support and advocacy, training, networking, information sharing, fostering community involvement and providing financial support.

In addition to its yearly training institute, the organization also recognizes

individuals for outstanding accomplishments in the criminal justice field at its annual awards luncheon. Additionally, the organization provides scholarship funding from members or immediate family members seeking higher learning in the criminal justice field.

Public Safety Secretary for the Commonwealth of Massachusetts, Kathleen M. O'Toole is both the current president of the NECCD and the Chair of the Host Committee for the August conference. The Executive Office of Public Safety will co-sponsor and assist in planning special events and conference logistics.

The NECCD last hosted the American Probation and Parole Association in Boston in 1984. We are again looking forward to highlighting our organization, the New England region and the city of Boston. □

### Minnesota Corrections Association Announces Annual Awards Recipients

Mathias (Matt) Smrekar was named Corrections Person of the Year by the Minnesota Corrections Association (MCA) during the association's annual fall training institute at the St. Cloud Civic Center.

Smrekar, of Minneapolis, is supervisor of the probation reporting center for Hennepin County Community Corrections. He entered the corrections field over 26 years ago as a probation officer in Ramsey County. He joined the Minnesota Department of Correc-

tions as a juvenile parole officer in 1970, and moved from state to county service in 1980 when Hennepin County joined the state's Community Corrections Act. He has supervised several units in Hennepin County including the adult drug unit, interstate probation, case monitoring, and the restitution unit. He became supervisor of the probation reporting center in 1992.

Smrekar, attended Ely Junior College and received his bachelor of arts degree

from the University of Minnesota. While a student at the University, he completed an internship with the Minnesota Department of Corrections at Thistledeew Camp.

The Corrections Person of the Year Award is presented to recognize outstanding contributions to the field of corrections in Minnesota. Among Smrekar's contributions cited were his personal and management skills in the design, implementation and supervision of work units in the Hennepin County



Community Corrections Department; computer program development and networking; coordination of programs for victims; and outstanding and supportive supervision of staff and volunteers.

MCA's Professional Achievement Award for a Correctional Facility Employees was presented to Linda Moore, an administrative assistant at the Minnesota Correctional Facility (MCF)-Shakopee. Moore served as an intern at the facility in 1991 and then joined the records unit support staff. In 1993, she began her current assignment as administrative assistant to the associate warden/operations division. She conducts critical thinking skills/victim impact/cognitive restructuring training for inmates and staff, serves as a member of the Minnesota Department of Corrections critical thinking skills task force, and conducts training sessions for other state agencies. Moore has been designated the MCF-Shakopee representative for the restorative justice model recently adopted by the facility, and is an active member of the institution's mentor program. This award recognizes an employee in a federal, state, county, private or community-based correctional facility whose abilities and reasoning, judgment and communications have made a positive impact upon staff, residents or the general operations of his or her facility.

The Professional Achievement Award for a Field Service Employee was presented to Sam Knutson, career corrections agent at the Minnesota Department of Corrections St. Cloud office. Knutson has worked for the state corrections department for almost three decades since he joined the agency in 1967 as a caseworker at the MCF-St. Cloud. In 1969, he transferred to the department's community services division as a corrections agent. Knutson was cited for his extensive knowledge and experience in working with offenders, service providers and others

within the criminal justice system and the community. He is a significant resource for other agents and staff, and was instrumental in accreditation of the state's field services by the American Correctional Association. Most recently, he worked diligently to develop policies, procedures and relationships to enhance functioning in the areas of Sentencing to Service programming, DNA testing, fine payment policy, and sex offender evaluation. This award is designated for a field service employee in a federal, state, county or community corrections agency whose skills, knowledge, judgment and communications have made a positive impact on offenders, fellow staff, the agency and the community.

MCA presented its President's Award to the Home and Community-Based Services Program of Yellow Medicine and Chippewa Counties and the Gun Program of the Juvenile Probation Division of Hennepin County Community Corrections. The award recognizes programs, resources or facilities working in the broad field of corrections and criminal justice which have demonstrated creativity, resourcefulness, innovation and effectiveness.

The Home and Community-Based Services (HCBS) Program of Yellow Medicine and Chippewa Counties, in Granite Falls, Minnesota, provides intensive supervision and treatment to high-risk juvenile probationers including individual counseling with the youth, in-home counseling with the family, weekly peer group, and group community service projects. Additional components include a weekly chemical health group, an aftercare group, and a mentoring program. HCBS is a collaborative effort between Yellow Medicine and Chippewa Counties, Greater Minnesota Family-Based Services of Willmar, and numerous agencies and representatives in both counties including judges, law enforcement, school districts, county boards, public health agencies, Project Turn-

about Chemical Dependency Treatment Center, and the Upper Sioux Indian Community. The program has been operating on Community-Focused Crime Prevention grant funds from the Minnesota Department of Public Safety since 1994. Tali Cooper is program facilitator.

The Gun Program of the Juvenile Probation Division of Hennepin County Community Corrections was initiated in 1995 at the urging of Juvenile Court Judge John Stanoch who challenged the probation division to develop a program for juvenile offenders who had been adjudicated for offenses involving weapons but had not been placed in an out-of-home setting as a result of that offense. Corrections Unit Supervisor Simeon Wagner and Special Programs Counselor Akin Shadeko developed the Gun Program with two essential elements: a 16-week educational component and 60 hours of community service. At disposition, all youngsters committed to the Gun Program are given a stayed commitment to the Beta Residential Program at the County Home School and, if the youngsters miss any of their scheduled group meetings or community service hours, the stay is revoked. Since inception of the program, only 12 of the 62 youngsters have failed by committing new offenses or absconding from supervision, and the program has been positively received by the community.

The MCA Board of Directors Award was presented to Connie Cushing, a senior corrections agent in the work release unit of the Minnesota Department of Corrections. Cushing was recognized for her commitment to the association over the last decade by chairing various committees including institute registration, membership, nominations and adult justice. She is currently MCA vice-president. This award recognizes exemplary service to MCA members through participation in association activities. □

# FORUM

## From a Crime Victim in Texas to Crime Victims in Georgia

by Ellen Halbert, Board Member, Texas Board of Criminal Justice

**Editor's Note:** *The author of the following letter is a member of APPA's Victims Issues Committee. The letter was sent to the Atlanta Constitution in an effort to voice an opinion about the increasing political movement to abolish parole in the state of Georgia.*

Knowing my interest in criminal justice issues, friends in your state have been keeping me informed of your political situation. I decided it was time I told you what crime victims have been doing in Texas.

In 1986, I was a victim of a very violent crime. I was raped, stabbed, beaten in the head with a hammer and left for dead. In 1991, I was appointed as the first victim to serve on the Texas Board of Criminal Justice, the board that oversees the adult criminal justice system in Texas: prisons, probation, parole supervision and the new state jail division. I have testified as an authority on victims' needs and services before Congress, appeared on national television and participated in national forums and conferences on the rights and roles of victims in the criminal justice system. I have won numerous honors and awards for my work. In 1996, both the Texas Corrections Association and the Texas Crime Victim Clearinghouse established awards in my name to recognize my work on behalf of crime victims.

Several years ago, crime victims and corrections formed a partnership in Texas. We are a team; we work together very well. This partnership benefited victims in meaningful ways, i.e., memberships on committees, advisory boards and input into legislation. In fact, this partnership has

benefited everyone. Why? Because we (victims) did our homework. We researched issues before we laid them on the table and asked for changes. We researched "doing away with parole" and decided parole supervision was very necessary. In prison, an offender is told what to do most of the time; they make very few decisions for themselves. To release a person like this back into the community without anyone to help him is a guaranteed formula for failure. Our research proved to us that reentry into our communities was much more successful for the parolee if someone was there to guide the way. The parole officer helps in many ways: job placements, referrals to drug or alcohol counselors, religious organizations, learning centers, community clinics and legal aid agencies, to mention a few. In addition, that officer also watches the offender and drug tests him, and we like that a lot.

Although victims in Texas have gotten tougher on violent offenders, we've gotten smarter on non-violent. We want a system that will hold these offenders accountable for their actions, and sometimes that is best accomplished in the community itself. We told our prison officials we expected inmates paroling from their facilities back to our communities to be better citizens than when they went in. And that didn't mean tougher, meaner prisons either, everyone knows what that produces. It meant being smarter about "what works" in this war against recidivism.

In 1991, Texas began a program of long term treatment for addiction. (Since addiction drives crime, it seemed the smart thing to do.) Offenders were "sentenced" to special treatment prisons for 9 months to one year. Our

latest figures show this program has impacted our total recidivism totals by 20 percent! Our figures indicate we made \$1.85 "profit" for every dollar spent on this program. Treatment works. Less recidivism means less crime and less VICTIMS. Rehabilitation isn't a dirty word; rehabilitation is a victims' word.

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### Victims are the voice, the heart and the conscience of a community.

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Here in Texas we have similar numbers for education. Everyone knows that a parolee who can read, write and get a job is more likely to stay crime free. Education works too. All of this is simply common sense.

Everything that happens to an offender in our criminal justice system is victims' issue. Why is this? Because of what "kind of person" that offender will be upon release. What will he add to our community?

Victims understand that retribution alone will never work. Wouldn't it be easier if it did? . . . All victims would have to do is simply follow the advice of so many politicians . . . "Longer sentences for every offender" . . . "Make prisons more harsh and they won't come back" . . . "Do away with parole" . . . "Fire the school teacher, we'll teach by television." "It doesn't work, but it's good enough for offenders."

Victims should not listen to politicians. Do what is best for your community. Research the issues.

Victims are the voice, the heart and the conscience of a community. Let your voices be heard! □

## Juvenile Justice Reform: An Arizona Experience

by Carl Wicklund, Director, American Probation and Parole Association (KY)

### Background

On the national level there is an ongoing debate of how to most effectively respond to and reduce juvenile crime. This debate involves experts in the field, academicians and politicians. The public is outraged when it appears that young offenders are not punished for horrific and violent acts. Nevertheless, the public believes that if there is a chance for rehabilitation of offenders the best results will be with our youthful offenders. The battle between an equal investment in prevention, intervention and incarceration coupled with adult penalties has occurred in many states. Increasingly, the political clamor has been to treat young perpetrators of serious crime as adults in the eyes of the law. This outcry has become the agenda of many political candidates and incumbents preparing for future campaigns. It has provided almost certain election results for many candidates: get tough on youth crime equals get elected.

Arizona, like many other states, has been struggling with juvenile justice reform. Prior to November 1996, successful reform efforts in the state have been those where consensus was reached, the process was inclusive, and all branches of government were addressed through the reform. Proponents of mandatory criminal prosecution for certain juvenile offenders felt stymied in this process. They tried, unsuccessfully, for three years to have the Arizona Legislature change the statutes regarding the handling of juvenile offenders. However, none of their proposals passed the scrutiny of the legislative process. Frustrated by the speed of what some believed to be a thoughtful and reasoned reform movement, advisors to Governor Fife Symington suggested that they "... blow past the Legislature and take the issue to the people..." This led to the "*Stop Juvenile Crime Initiative*." In the

summer of 1996, Proposition 102 was filed with the Arizona Secretary of State to be placed before the voters in November.

The initiative was formally announced in the summer 1995. The initial development of the campaign to place the initiative on the November 1996 ballot was financially underwritten by the Dial Corporation. The supporters of the initiative, the Committee to Stop Juvenile Crime, employed professional signature gatherers. The committee spent \$169,601 to gather 256,000 signatures to place the initiative on the ballot; a cost of approximately 66 cents per signature. Financial support for the total campaign was provided largely by seven corporations. Supporters raised \$589,377 for the Stop Juvenile Crime Initiative; nearly half of this amount was spent for television and radio time during the two weeks prior to the election.

An organized opposition to the initiative was not announced until July 1996. Though the Committee for Juvenile Justice Reform was co-chaired by Senator Barry Goldwater and former Governor Rose Mofford, it was a grass roots campaign — many of the participants were judges and could not aid in fundraising efforts due to the Judicial Code of Conduct. The Committee for Juvenile Justice Reform raised a mere \$146,027 and, thus, was able to only purchase radio time the week before the election.

The proponents of the initiative stated that it would end the coddling of violent and repeat juvenile offenders. More importantly, it would remove discretion from the judiciary who they alleged had abused their power. The initiative wanted to put more authority in the hands of elected officials who proponents felt would better exercise discretion. It would empower county attorneys to establish community-based diversion programs, rather than the

juvenile court, for less serious offenders. It would place in the Arizona Constitution what had previously been in court rules and statutes: the opening of juvenile proceedings to the public, restitution to victims and rights for victims of juvenile offenders.

The opposition to Proposition 102 stated that while they supported reasonable and thoughtful improvements in the juvenile justice system, they were concerned that the initiative eliminated the careful system of checks and balances they felt necessary to truly address juvenile crime. They supported a system of reform that would allow prosecutors and judges to make decisions based on the crime committed rather than the age of the offender and individual case nuances, while making decisions on whether to retain a case in the juvenile court or refer it to criminal court. Additionally, the opposition was particularly concerned that the initiative would allow the Legislature to remove dependent, neglected and abused children from the authority of the juvenile court. They further argued that Proposition 102 should raise concerns about community safety, local autonomy and control, the rights of parents and children, unchecked powers of state agencies, removing the impartiality of the courts and the fact that it would not stop juvenile crime as advertised.

Proposition 102 did pass by an overwhelming margin and on December 6, 1996 it was entered into the Arizona Constitution. As of that date, some juveniles are automatically prosecuted as adults in Arizona. They are booked and processed through a County Sheriff's intake unit and make bail or are incarcerated in the adult jail as appropriate. This referendum has created an immediate need to define such words as "accused" and "forcible sexual assault." The Arizona Constitution now states that juveniles "accused"



of murder, armed robbery and forcible sexual assault will be prosecuted as adults. Already there are two interpretations of “accused,” i.e. when a juvenile is arrested and charged by a law enforcement officer for these crimes and when a juvenile is charged by the county attorney for one of these crimes. There is also a difference of opinion on whether “forcible sexual assault” is defined by statute. These differences of interpretation and the subsequent confusion invite litigation. Consequently, a youth may or may not ultimately be held accountable for crimes for which they are found guilty. Other Proposition 102 terms such as “other violent offenses,” and “repeat offenders” also will require further definition by the Legislature.

Many of those who voted for this proposition have stated that they did so because they believe those juveniles who commit violent acts should be treated as adults. Also, they believe that juveniles successfully prosecuted will be incarcerated for long periods of time. Unfortunately, this often is not the case. There are some practical problems regarding those youth who are incarcerated in the adult system as a result of proposition 102. The proposition, as written, states that these juveniles will be separated from adults as required by state and federal statute. However, no provisions have been made to accommodate this provision. Information sharing between the adult and juvenile justice systems, courts and corrections presents a challenge which has yet to be adequately addressed for all concerned parties or for their information systems administrators. Additionally, the education of large numbers of juveniles in the adult system presents another challenge. Arizona state law states youth in the effected age group must be provided an education. Almost immediately there were concerns that education was not being provided to juveniles in adult jails and that the delivery of special education services presented a particular concern. Finally, it is expected that some juveniles who first enter the criminal justice system will later be

transferred back to the juvenile justice system because the offense with which they are ultimately charged will not be one that is “automatic” or, perhaps, because they are found not guilty of the mandatory transfer offense but of a lesser charge.

### Policy Challenges

To address some of the aforementioned policy challenges, Governor Symington appointed a ten member advisory committee to make recommendations for the implementation of Proposition 102. The recommendations of this committee, submitted one month after they convened, include:

- to dramatically expand criminal prosecution of juveniles as adults beyond the specific crimes of murder, armed robbery and sexual assault;
- a proposal for three strikes and you are in the adult system;
- mandatory incarceration in the juvenile system for the second felony;
- mandatory incarceration in the adult system for the third felony — which, exceeds the consequences many adults would currently receive; and
- to eliminate the appointment of legal representation for juveniles accused of misdemeanor offenses when detention or incarceration is not a possible sanction.

The Legislature has established its own committee, a joint Senate-House Committee on Juvenile Justice Reform, to develop recommendations related to the implementation of Proposition 102. This committee is co-chaired by Senator John Kaite and Representative Tom Smith. They have invited public comment and testimony for thirty days and expect to complete their work by the end of January 1997. The testimony they have heard reflects an equal concern about public safety and the youth of the state. There is voiced concern that the state’s investment in incarceration and “get tough” strategies will be at the expense of prevention and early intervention efforts.

### Lessons Learned

The juvenile court and the juvenile justice system is a mystery to the general population. Most people are only aware of the system in terms of what they have read on the front page of a newspaper or seen on the evening news. Their awareness is shaped by extreme cases with bad outcomes. In short, they are prone to be influenced by and drawn to quick fix solutions. The judiciary and professionals associated with the juvenile court must undertake public education and develop public partnerships as a priority.

Results of juvenile court actions and program successes are not well documented. Those individuals who do have positive outcomes often do not advertise their past. The veil of confidentiality that has protected those individuals and allowed them to re-direct their lives to positive ends hampers an ability to spotlight success stories which counter the sensational headlines. Juvenile justice agencies must develop and publicize performance measures that the public understands and appreciates.

Despite national survey results that report public support of rehabilitation programs for juvenile offenders, elected officials report they expect less support from their constituents if they advocate for rehabilitation and that they believe violent acts by juveniles are increasingly perceived by the public as “adult crime”.

Campaigns publicly addressing criminal justice policy issues must be organized and financed like any other campaign — if you want to succeed.

In jurisdictions where public policy matters may be determined by referendum or initiative, it may be better to “toughen” statutes for the high risk and violent few rather than risk net-widening “get tough” approaches affecting all children and youth.

The legislative process allows for and can produce thoughtful discussion and debate before reforms are enacted. This process should require impact analysis, both practical and fiscal. Reform through a citizen referendum or ini-

initiative often does not require the same impact analysis. Arizona now finds itself in the position of implementing a constitutional change and assessing impact after the fact. This will likely place legislative decisionmakers in the position of making undesired changes for the sole purpose of covering the fiscal and legal impact of the initiative. Unfortunately, most voters were not aware of these ramifications prior to the vote on Proposition 102.

There are no quick fix solutions to complex, multifaceted social problems. Public policy should be driven by research not headlines and by congregate outcomes not individual tragedies.

Referendum and public policy development must value and encourage an inclusive and thorough process of study and discussion rather than placing too much emphasis on political expediency. In the case of criminal justice policy development, practitioners must be invited to the table to speak to the practicalities and costs of implementation. Without a complete presentation and analysis of the fiscal, social, and legal impact of a proposed policy, any desired results may very well be contaminated by the unintended consequences of the proposition or legislation.

### Conclusion

Arizona voters said they wanted change in the way juveniles are held accountable for violent crime. However, the questions that are now presented should have been answered before the a vote was held rather than leaving the politicians and pundits to now interpret what the consequences of the affirmative vote will be. The use of referendum is becoming a popular political strategy to advance a political agenda. It can be a valuable tool in a democracy. However, like most tools, the proper handling and use of a tool should assist us in building or repairing something rather than impede our progress. Conversely, the mishandling of a tool may create the need for more repairs or destroy progress previously made. □

# NIJ NEWS

## Being Effective

by Edwin Zedlewski, National Institute of Justice (DC)

What does it mean to be effective? The public administration literature makes abstract distinctions between efficiency and effectiveness. Management texts talk about cost-effectiveness, effective communications, and effective management practices. Politicians use effectiveness as a rhetorical label for their favorite programs and concepts. Researchers chose very precise measures of effectiveness that tend to be unique to the problem under study.

Judging from recent legislative efforts at all levels to bring more offenders into prisons and jails, we have to entertain the notion that community corrections is not perceived to be effective and, by some definitions, may not be efficient. Let's spend a few moments thinking about defining effectiveness in community corrections and how that might be translated into management practice. In particular, let's see how we might measure performance under various conditions and think about the ramifications for the community corrections field.

We could define effectiveness in probation and parole as the enforcement and fulfillment of supervisory conditions. That is, effectiveness equals compliance. Offenders are permitted to reside in the community under terms and conditions imposed by courts and parole boards. Insuring compliance with those terms and conditions is a central mission of community corrections. It therefore seems logical to measure how well community corrections performs that mission.

One can picture a couple of variations of monthly "compliance reports" that would describe how well an agency met its goals. One section might be the number of probationers or parolees who adhered to all release conditions in the past month or, conversely, the numbers that didn't. Additional detail would

spell out the most frequently violated conditions and possibly the case officers or programs with the most violators. Another report might focus on disciplinary or corrective actions taken.

I think there is some merit to a compliance effectiveness. It indicates that, as a minimum, community corrections managers are fulfilling their public mandates. I stress "as a minimum" because I believe the mission goes beyond compliance. The merits of measuring compliance are that it is fairly easy to do and that, by reporting compliance, the field stands to gain public confidence as a dependable part of the criminal justice system.

We might also portray effectiveness in terms of punishment, especially in probation. One role of correctional systems is to punish, and the community correctional systems of this country have assumed an increasing share of that responsibility. Fines, restitutions, house arrests and community service are all punishments. Restrictions on freedom such as curfews, check-ins, and drug tests are also punishments to some degree. Punishments ordered and delivered, the proportion of offenders under supervision receiving some form of punishment, punishments by offense of convictions are all pieces of information that the judiciary and the lay public would find informative.

There is a lot of merit these days in sending the message: Probation is punitive! Statistical support of this message gives political support to judges and prosecutors trying to stem the tides of mandatory incarcerations and restricted sentencing options. The judiciary and the public should be made aware that community based punishment has two components: there is a penalty administered, and the duration of probation is fairly long — longer in fact than the

average confinement stay in this country.

Apart from the political merits of a punishment-oriented report, I see no substantive arguments against preparing a parallel rehabilitation report containing similar indicators: percent of those supervised participating in treatment and counseling, those attending job or readiness training, etc. Anything that informs the public and the courts about what community corrections does ought to be considered in a performance context.

Effectiveness equals safety. Too many community executives try to dodge this bullet, believing that they shouldn't be held responsible for outcomes that involve so many factors beyond their control. That's a fair position to take when considering management performance. It doesn't wash, however, in public assessments of the viability of community corrections as an institution of public safety. The question of public safety can't be dodged. The challenge is to rephrase it in ways that it can be answered productively.

We might ask about alternatives to community supervision. One is confinement. No one can dispute the fact that offenders in prison present less risk than offenders on probation or parole. Don't even try. One might compare offenders on probation with offenders *after* prison, though. While truly comparable statistics are hard to come by, I did manage to dredge up one comparison based on Bureau of Justice Statistics (BJS) Reports. In their follow-up study of prisoners released in 1983, BJS found that 62.5 percent of the releases were rearrested within three years. In their follow-up study of felon probationers sentenced in 1986, BJS found a three year rearrest rate of 43 percent. While institutional and community populations undoubtedly differ in many



ways, few critics of community corrections will claim that prison is a permanent cure for reoffending.

We might also ask how much probationers and parolees contribute to community crime. Here again numbers are hard to come by. In their most recent bulletin on felony pretrial release (in 1992), BJS presents some statistics on arrestees in the nation's 75 largest counties. Community corrections accounted for 23 percent — 15 percent for probation and 8 percent for parole — of the counties' felony arrest populations. That's not insignificant but it's a far cry from being the dominant source of the community's crime problems. An important corollary statistic was that arrestees under community corrections supervision were more than twice as likely to be detained than arrestees without courts or corrections status; some 56 to 68 percent were detained relative to 28 percent for first time arrestees.

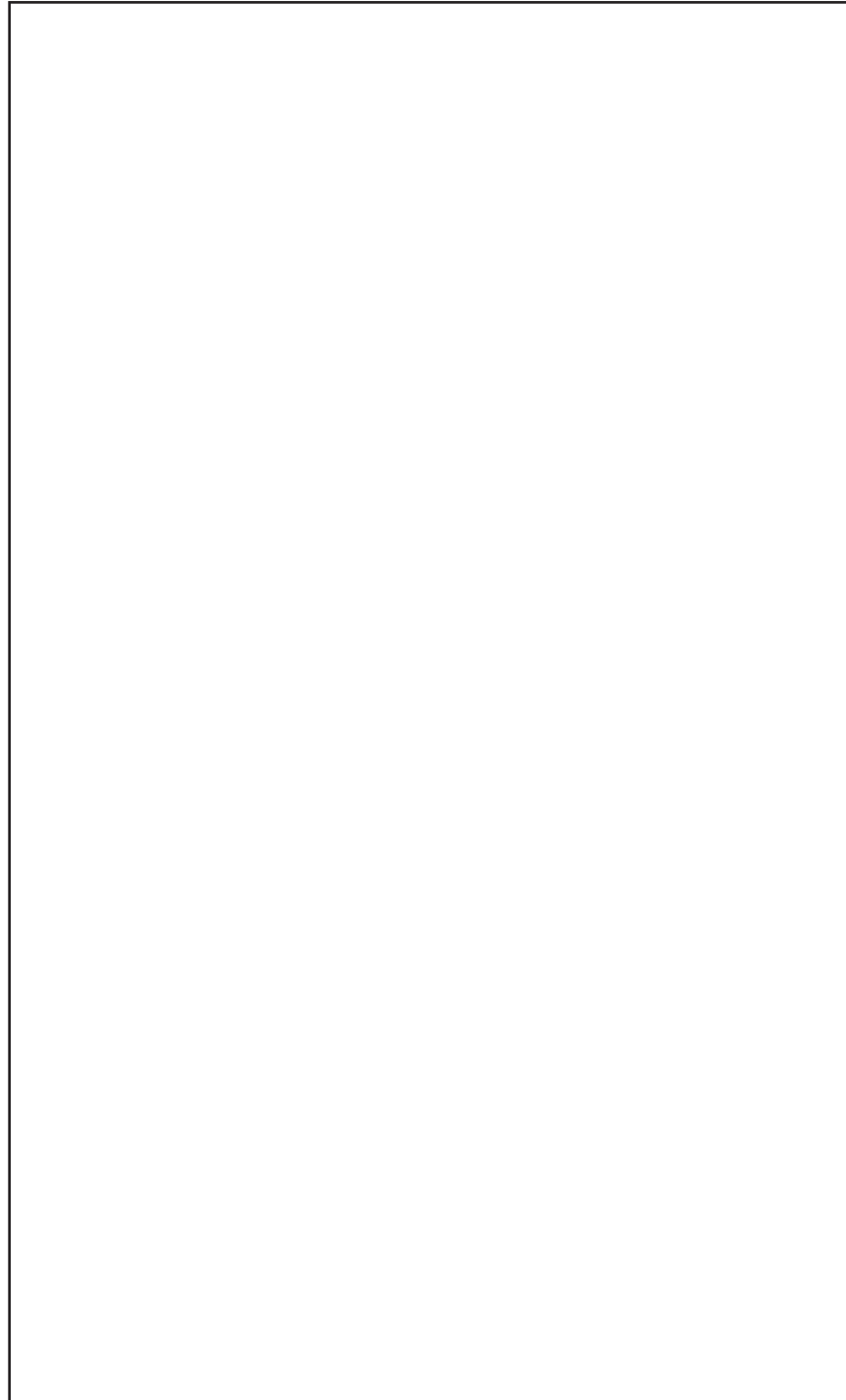
These numbers suggest a safety metaphor: if prison is a cage, then community corrections is a leash. Probation and parole afford offenders opportunities to improve while maintaining vigilance of their activities. One doesn't expect the same results — in the short term or the long term — from a cage and a leash. So when do we use the cage and when do we use the leash?

Apart from just deserts considerations, the answer is that we're not terribly sure. We don't know, in the words of Robert Martinson's critics, what works for whom in what situations. That is what outcome-oriented reporting in probation and parole can help us understand. Who's getting rearrested? At what point in their terms? Had we considered them as good risks or poor? Were they largely drug users? Were they employed? What technical violations did they have? Did we have any other indications? What programs were they in? What's the overall recidivism rate for those programs?

I was encouraged to see at APPA's winter workshop that vendors are starting to offer computer software for

case management that can be aggregated into program or agency management reports. My sense is that such software could answer many, if not all, of the questions above in its current state of refinement. Managers should take a

close look at these software developments. They may solve case management and agency performance problems at the same time. Let's take charge of effectiveness by building the definitions and the numbers to go with them. □



# NIC UPDATE

by George M. Keiser, National Institute of Corrections (DC)

The past November 24-26, Assistant Attorney General, Laurie Robinson, Office of Justice Programs hosted the "National Summit: Promoting Public Safety Through the Effective Management of Sex Offenders in the Community." Ms. Robinson, her Special Counsel, Marlene Beckman, and the Principals of the Center for Effective Public Policy (a consulting firm with extensive experience working with the field) did their homework on the issues subsumed in sanctioning, case managing and treating the broad range of offenders under this title. They then invited people who have studied and worked those issues on a daily basis to the Summit.

Unlike some government sponsored events, which take on the quality of "show and tell," this was a working meeting. OJP invited people of substance to attend, exchange their experience and formulate specific, achievable strategies for more consistent, thoughtful policy and practice nationwide. In summary, the resulting recommendations propose three strategies to be conducted concurrently at four levels of impact.

First, a tremendous amount of knowledge exists regarding the various forms of sex offenses and profiles of sex offenders. That information needs to be assembled and distilled into forms which can be disseminated to and used by people with different responsibilities (i.e. legislative, judicial, executive) related to the subject. Summit participants emphasized the existence of the knowledge but decried its lack of availability in a format that would be useful in dealing with key persons lacking that knowledge yet responsible for making decisions (i.e. probation officers communicating with prosecutors or treatment providers communicating with local legislators, etc.).

Secondly, Summit participants asserted that no matter how well crafted

and broadly disseminated the information, knowledge is meaningless unless applied. Participants pointed out the critical need for training and technical assistance at all levels of impact (discussed below). A few demonstration projects of a blizzard of publications on "best practice," by themselves, are not enough. The assistance must engage key people in different positions of authority in order to move them to take responsible action with a demonstrable positive impact on the community.

Third, all the best efforts of responsible policy and program development are for naught according to Summit participants, unless the "unofficial community" – the various publics – are willing to accept the products produced. In fact, participants emphasized many key decision makers will not engage this process unless the assistance strategy makes it possible to do so in today's political environment.

Summit participants suggested strategies that can impact the field at four distinct levels. The first line of impact – effective classification and case management – may seem obvious. The problems noted include a lack of consistent knowledge nationwide of the most compelling research findings and tools for disciplined implementation. Without a credible foundation at the delivery level, decision makers will not engage the broader system policy issues. The second level focuses on how the "formal system" agrees to confront the issues and craft their joint response. Here will be the challenge to gaining consensus among the various "official actors". Participants encouraged assistance on learning how to constructively bring impacted members of the community, especially victims, into this process. State level policy making, both legislative and executive, becomes the third level of impact. No matter how effective local efforts, they will always be bounded and generally financed (at

least in part) by state level policy. Participants identified the failure to recognize this inter-governmental relationship as a potential pitfall. Forth, participants encouraged a strategic involvement of national associations and organizations who can lend their support to this initiative. Associations possess tremendous potential to promote "best practices" among their constituent peers. These national organizations can also encourage the appropriate role of federal level legislative and executive efforts to accomplish the goals originally articulated at the Summit.

How do you make these proposals a reality? OJP's Marlene Beckman initiated a collaboration of federal agencies, including the National Institute of Corrections and the State Justice Institute, to make the above "blue print" work. The members of this federal partnership are agreed that APPA will be a key element in making this effort a reality. These organizations and their representatives, many of whom have previously demonstrated their ability to work together to accomplish common goals, working with participants of the Summit, are initiating the work as this edition of Perspectives is distributed to you.

Progress on the initiative will be the subject of future Perspectives articles. If your agency is interested in the training and technical assistance to be provided through this on-going initiative, please send information identifying a single contact representative for the agency, including mailing and Internet addresses, phone and fax numbers to: Center for Effective Public Policy, Attn.: Madeline M. Carter, Senior Associate, 8403 Colesville Road, Suite 720, Silver Spring, MD 20910, e-mail: CarterMM@alo.com. The Center, the contractor for the Summit, is maintaining a mailing list for dissemination of future information about the initiative. □

## APPA Goes Online to Track Legislation

Recently, APPA's Legislative Committee has been working with the Executive Board in establishing a technological system to identify and track current legislation, and to create a communications network in order to provide ongoing policy information to the Association. Subsequently, APPA has employed the use of State Net, a comprehensive on-line legislative tracking system. By using State Net, APPA can effectively pinpoint critical state and national issues and deliver information on related bills, amendments and committee schedules from the point of introduction through committee deliberation and on up to the President's/governor's desk for signing.

The APPA Legislative Committee has been asked to develop contacts in APPA's 17 regions. The goal is to have representation in each state to assist APPA in determining the impact and likelihood of passage of legislation in a given state, provide feedback on enacted legislation and ensure ongoing communications with APPA's Legislative Committee and APPA's membership. Through this regional communication network, APPA will be able to:

- Review legislation using State Net and provide summaries to the Legislative Committee Co-Chairs.
- ID and report impact of enacted legislation which challenges or supports APPA's vision.
- Target key legislators on both the federal and state levels.

With the exploding legislative activity in the states and the U.S. Congress in 1997, the implementation of State Net will prove to be beneficial in providing information with efficiency and accuracy. As a result, APPA will now be able to respond more quickly to legislative activity regarding criminal justice issues.

This service has been made possible in part by the following corporate sponsors: ABS Comtrak, Ameritech, BI Incorporated, Lockheed Martin, National Curriculum & Training Institute (NCTI), PharmChem Laboratories, Inc., and Roche Diagnostic Systems. □

## 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 corrections 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>Fall 1997 Issue</b>	<b>June 20, 1997</b>
<b>Winter 1998 Issue</b>	<b>September 20, 1997</b>
<b>Spring 1998 Issue</b>	<b>December 12, 1997</b>
<b>Summer 1998 Issue</b>	<b>March 20, 1998</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. Notes 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.

## Announcing APPA Charter Members Club

The American Probation and Parole Association would like to invite its charter members to participate in the APPA Charter Members Club. The APPA Charter Members Club will have its next meeting at the APPA 22<sup>nd</sup> Annual Training Institute in Boston, Massachusetts, August 17-20, 1997. If you are a charter member and are interested in becoming a part of the club, please contact Rudy or stop by the APPA registration desk in Boston for more information.

**Rudolph F. Szollar**  
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**Bushkill, PA 18324**  
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Rudy is a charter member of APPA and a retired officer from the Union County Probation Department, Elizabeth, New Jersey.



# Outcome-Based Supervision for Pregnant, Substance-Abusing Offenders

by Vicki K. Markey, Deputy Chief Probation Officer, San Diego County Probation Department; Sunny Ariessohn, Correctional Consultant, San Diego County; and Margaret Mudd, Division Director, Monterey County Probation Department, (CA)

As monetary resources have dwindled, California probation departments have struggled to compete for continuing funding in a political climate that demands demonstrated effectiveness. Faced with the challenge of proving its worth, the San Diego County Probation Department began in 1992 to re-design its adult supervision efforts and develop performance-based outcomes for all activities. This article focuses on one of these new supervision models, Women And Their Children (WATCH), that proved particularly successful in accomplishing meaningful outcomes and, ultimately, amassing strong political support.

In developing the WATCH Program, the Probation Department responded to critical community and political concerns:

- Of an estimated 607,000 births in California in 1992, 69,000 (11 percent) infants were born to mothers who used alcohol and/or drugs prior to delivery.
- Approximately 4,000 infants are born each year in San Diego County with drugs and/or alcohol in their systems.

• The painful and costly consequences of prenatal drug and alcohol abuse include: increased likelihood of premature birth, higher incidence of congenital irregularities, and mental and physical handicaps manifested through learning disabilities, emotional, and neuro-behavioral difficulties, hyperactivity, and poor attention span.

The WATCH Program model also lent itself to simple, clearly articulated, and easily measured performance-

based outcomes directly related to the concerns listed above.

- Every pregnant offender in the WATCH Program will deliver a baby who has no drugs and/or alcohol in its system.

- New mothers that remain in the WATCH Program will remain drug/alcohol free for the six months following birth.

- For each non-toxicity baby born of the chronic drug and/or alcohol-abusing offender, the taxpayer will avoid approximately \$400,000 in medical, foster care and special education costs.

- During the WATCH supervision period, no baby born will be emotionally or physically neglected.

Prior to the implementation of the WATCH Program, pregnant and parenting female offenders were supervised by any officer, with or without specialized training, spread throughout various caseloads ranging in size from one officer for 50 probationers to one officer for over 2,000 probationers. Pregnant offenders who continued to use drugs and/or alcohol enjoyed a favored or protected status

created, unwittingly, when empathetic officers extended a "second chance" permitting them to remain in the community in yet another recovery program. The focus was on the comfort and rehabilitation of the pregnant offender, with little immediate concern for the health and stability for the growing fetus or the suffering that a drug and/or alcohol-exposed infant might experience.

The WATCH Program grouped all pregnant offenders, regardless of area of residence, in a single unit under the supervision of one officer. Two additional staff were added as the program expanded. Caseload size was limited to 35 offenders per officer.

The WATCH model had several elements, each of which were critical for program success:

- No tolerance for illicit drug use or alcohol consumption by pregnant offenders.
- Specialization, with three probation officers supervising all pregnant juvenile and adult offenders and all new mothers for at least six months following birth.

## WATCH Babies Born Through September 1994

84 mothers and 90 babies

	<i>In Custody</i>	<i>Under Community Supervision</i>	<i>Total (percent)</i>
Drug/alcohol free births	8	75	83 (92 percent)
Positive tox births	0	7	7 (8 percent)

- Special training for WATCH officers in the unique problems faced by pregnant offenders and new mothers, alcohol and/or drug dependency issues including recovery and relapse prevention, and the use of the perinatal network of community-based organizations.

### **Intensive probation does work to help bring about the birth of healthy, drug and alcohol-free babies.**

- Frequent urinalysis testing, with at least two tests per week prior to delivery and weekly testing thereafter.
- Immediate sanctions when offenders tested positive, with residential treatment typically required after the first positive test and incarceration generally following the second positive test.
- Judicial support of a "no tolerance" policy, making the health of the unborn child the highest priority.
- Availability of community-based services, to provide drug and alcohol treatment, detoxification assistance, residential treatment facilities and parenting support.
- Collaboration between the probation officer and community agency staff on a single case management plan aimed at immediate sobriety and long-term recovery.

The criteria for assignment to WATCH did not include a particular level of criminality. Any pregnant offender with a history of drug and/or alcohol abuse was placed in the program. WATCH also accepted pregnant offenders and new mothers who tested positive for HIV or were diagnosed with AIDS. Participating offenders presented multiple problems, including dual diagnosis, physical abuse at the hands of spouses or partners, histories of sexual abuse and resistant attitudes toward change and recovery. Few were married, and most were adult children of alcoholics or drug abusers. Only a few were employed upon entering the WATCH Program, and most were single parents. All were felons. Misdemean-

ants were not excluded, but were rarely formally supervised in San Diego County.

### **Findings**

The WATCH Program began in October 1991. From inception through September 15, 1994, 84 offenders gave birth to 90 infants (including three sets of twins and three mothers who gave birth to two separate infants while in the WATCH Program). All infants born in custody were presumed to be drug/alcohol free. The chart below tracks these women through the birth of their baby. Eighty-three substance-free babies were born (92 percent). This represents a savings to the tax payer of \$400,000 per infant, or a total savings of \$33,200,000.

Two of the seven positive toxicity babies were born to mothers maintained on Methadone by their physicians and were in residential treatment programs at the time of birth.

Because of continued drug use, eight women in this group were incarcerated at the time of delivery. Without incarceration, staff believe these infants would have been drug-exposed at birth.

Seventy-five percent of the initial WATCH group completed the program successfully, as demonstrated by six months of sobriety following the birth of their drug/alcohol-free baby.

A major problem with the WATCH Program has been the inability to supervise new mothers for more than six months following delivery. Although some exceptions are made, financial resources have forced the "banking" of these cases after a short period of sobriety is demonstrated. These "banked" cases receive only minimal contact every few months. Our longer-term outcomes demonstrate this flaw quite dramatically. Twenty-five percent of the new WATCH mothers relapse within six months of delivery. Additionally, of our original group, nine were sent to a state prison and four to jail following new arrests. It appears that

longer-term, intensive supervision would result in reducing relapses and stabilizing the parenting relationship.

Two cases illustrate the WATCH offender's many challenges and provide a key as to why relapse is such a significant problem for this group. "DM" had previously birthed five positive-toxicity children who had been removed from her custody. She was sentenced to residential custody and assigned to the WATCH Program. DM's sixth child (a girl) was born drug-free, and she responded well to her treatment program and to intensive supervision. DM had an abusive relationship with her new child's father, who was in prison when DM delivered. During her residential recovery program, DM attempted to terminate her relationship. The child's father threatened DM and the probation officer. When efforts by prison officials and the probation officer to stop the threats failed, DM moved to another state and is continuing to maintain her sobriety and care for her child. She is currently employed and attempting to unify with her other children.

The second case is equally compelling. "TE" was a methamphetamine-abusing prostitute with three other children who were in their father's custody in another county. TE had just birthed a positive-toxicity son prior to WATCH assignment. The child was in the temporary custody of his father under the supervision of Child Protective Services. TE was seen once by the WATCH officer and then absconded. A no-bail warrant was expeditiously issued by the court. TE was arrested and, ultimately, sentenced to serve 365 days in jail. Following her release, she returned to the WATCH Program. At this point, she participated positively in a day treatment program and maintained her sobriety throughout the supervision period. TE reunified with the father of her last child, whom she married. She became pregnant again and delivered a drug-free baby. TE returned to school and is now a full-time college student. Our network of

community-based support services were especially important to TE's recovery. Among these were educational programs, out-patient recovery services, and medical assistance throughout her pregnancy. TE is now attempting to establish parental rights to her out-of-county children.

What these scenarios reflect is that success is often a combination of offender readiness, gained sometimes through hard consequences, and the ability of the WATCH officer to provide concrete services in a timely way to a willing client.

In April, 1994, the WATCH Program began to serve pregnant teens. Through January 1995, 15 (or 100 percent) of participating teens have delivered drug-free babies. As of January 1995, 124 adult women have delivered drug-free babies in WATCH, maintaining a 92 percent success rate.

The WATCH Program remains successful despite a full turnover of staff, suggesting that the model itself, when rigorously monitored for quality control, and combined with the assignment of talented staff, are the critical elements in achieving these positive outcomes.

### Conclusion

While the demonstration sample is too small to make sweeping statements, the outcomes are supportive of an optimistic view. Intensive probation does work to help bring about the birth of healthy, drug and alcohol-free babies. Savings to the community are enormous in terms of actual dollars saved and human suffering avoided. Child for child, \$400,000 for a positive-toxicity birth against an estimated \$2,500 per year in intensive supervision costs, combined with treatment expenses for

the child's drug/alcohol-abusing mother, is a small price to pay.

Our data also indicated that the pregnant, substance-abusing offender needs longer-term intensive supervision in order to maintain sobriety. Relapsing mothers pose special problems for the criminal justice system and often require the intervention of Child Protective Services. A wiser and more cost-effective alternative would be to lengthen the supervision period and enhance the support services offered by the recovery community.

As a final note, it is observed that, when resources are few, even small counties are likely to have a court, the capacity for drug testing, a probation officer, volunteer recovery groups, and a detention facility. With these few components and a community commitment to drug/alcohol-free babies, WATCH can work. □

## Lead your agency into the 21<sup>st</sup> Century...

Learn the most helpful ways to provide services to victims of crime.

In the coming months, APPA will be conducting Train-the-Trainer Seminars on Victim Assistance in Community Corrections, sponsored by the Office for Victims of Crime. The seminars will be designed to provide a core group of professionals, who share a basic knowledge of the subject matter at hand, with more intensive training on implementing victim services in community corrections and also on cutting-edge training techniques. Participants will then be in a position to serve as an ongoing resource for practitioners and community corrections agencies in their local jurisdiction and state.

Individuals interested in becoming expert trainers on victim services in probation and parole should contact Tracy Godwin, Project Director, at the following address:

**APPA  
c/o CSG  
P.O. Box 11910  
Lexington, KY 40578-1910  
(606) 244-8215  
Fax: (606) 244-8001  
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# *Crime Victims Services Bureau:* **One Department's Response to Victims Rights in the Corrections System**

by Jean Wall, Department of Public Safety and Corrections (LA)

## **Victim Rights**

In mid 1992 the state legislature revised a 1985 crime victims law to create a crime victim's "bill of rights." The new law included a mandate that the department notify a victim or a surviving family member of the victim in the case of a successful court appeal, discharge, parole or escape by the inmate who committed the crime. The department would be made aware of a victim's wish to be notified by the "filing of a victim notice"; the notice was to be "prescribed by law enforcement agencies and distributed by the district attorney prior to sentencing"; "filing" meant that the victim would deliver the completed form to the clerk of the sentencing court. Because the law did not state which agency would develop the form, the victim notification section of the law stood as a process without a start button.

With the department's declared and demonstrated concern for public safety and an awareness of growing national and local demands for formal acknowledgment of victims as legitimate participants in the criminal justice system, it was a logical next step for the department to consider the rights and well being of persons victimized by inmates sentenced to state custody and control. Operating from his personal conviction that, if something needs doing, there must be a way to do it and acting with the support of then-Governor Edwin W. Edwards, Secretary of the Louisiana Department of Public Safety and Corrections, Richard L. Stalder established the Crime Victim Services Bureau in the Office of the Secretary.

## **The Bureau's Beginnings**

The Crime Victims Services Bureau (CVSB) of the Louisiana Department of Public Safety and Corrections originated in November 1993, with instructions from the Secretary to three staff persons to its define form and function and to do so using existing resources. Within that context, the bureau was established by regulation to acknowledge and involve victims as legitimate participants in the corrections system. It was organized to facilitate and simplify public access to information about inmates and the laws and policies that govern inmate movement and program participation in the corrections system.

Because the 1992 victims rights law referred to a "victim notice form" without stipulating where the form would originate, one of the department's first tasks was to develop a crime victims notification request (CVNR) form to collect information about the inmate a victim wished to track and to record the address and telephone number of the victim asking to be contacted. Simultaneously, a department regulation was written to establish policy, basic definitions and broad procedures and to allocate responsibilities.

Defining bureau operations required identifying and building on the victim-directed activities already going on within the department, then linking, expanding and weaving them into a system that would be user friendly and easy to access. Basic personnel and many activities were already in place. For example, by law, policy and practice, Pardon Board and Parole Board members and staff and Division of Pro-

bation and Parole staff have worked together for years to make victims aware of upcoming hearings and to solicit their opinions and experiences for inclusion in preemption and preparole investigation reports. Since the early 1990s, when strict sex offender notification and registration laws were passed, staff at all eleven state prisons have collaborated with the Division of Probation and Parole to identify and contact victims of certain sex offenses about the release of inmates. Staff throughout the system routinely respond to telephone calls and letters from victims.

To link those on-going activities loosely with a center, to add new responsibilities and procedures for contacting victims and to come up with an interactive system of communication and information-giving required cooperative effort involving the director, wardens, prison records personnel and staffs of the Pardon and Parole Boards, Information Services, Adult Services and the Division of Probation and Parole. No additional costs were involved: new bureau activities, including those assigned to the director, were incorporated into the regular duties of persons throughout the system. In this way the department linked uncoordinated activities and began weaving them into a system with formally defined connections. The bureau would function like the hub of a wheel.

Beginning in December 1993, using news releases, TV appearances, contacts with victim advocacy groups and word-of-mouth, the department publicized a telephone number and an address for the bureau. Victims and/or their family members were invited to

contact the bureau to ask for information or to make a standing request for notification about specific changes in an inmate's circumstances — i.e., a court ruling affecting sentence length, a scheduled hearing before the Parole or Pardon Board, escape, furlough or release from prison. The bureau would be a direct service arm of the department as well as an information clearinghouse for victims.

Several months into the process, Parole Board staff began sending victim notification requests to the bureau on the behalf of victims who wanted to know more about inmates' movement through the state system. The bureau also honored the existing practice of accepting letters and telephone calls as a means of requesting release information and/or future notification about changing circumstances. (Letters usually provide adequate documentation of a request. Information gathered during a telephone call is recorded on a CVNR form.)

### Bureau Operations

Presently, when the bureau receives a crime victim notification request (on a prescribed form or by letter or telephone), a copy of the request is forwarded to the appropriate institution to become part of the inmate's permanent paper record, which moves with the inmate if he is transferred to another prison. Also, the cover of the inmate's file is marked as per regulation to indicate the existence of a victim request. Requests received first at an institution are copied to the bureau, which maintains a central victim file. Copies of notification request forms are also sent to the Pardon Board and/or the Parole Board, as appropriate. Requests originating through either board are forwarded to the bureau.

According to department regulation, when a victim notification request is received, a designated person also raises a victim "flag" in the central computerized inmate database. The flag then appears on a number of key com-

puter screens and on several regularly generated computer reports to indicate that there is a victim on record who must be notified about those events named in law and regulation.

If a prison or the Pardon or Parole Board needs to notify a victim for any reason covered by the regulation but does not find a written request in the inmate's permanent record, that entity contacts the bureau to verify the notification request and to secure the name and address of the victim.

Whatever the source of a crime victim notification request, the bureau acknowledges receipt of the request in a letter that tells the victim which prison the inmate is housed in, lists the inmate's possible release dates and encourages further contact as questions arise. Actual notification about release, escape or furlough is handled by the institutions. Notifications involving inmates on work release or in local jail facilities are handled by the Office of Adult Services or, in the case of furlough from work release, by the Division of Probation and Parole. The Pardon Board and the Parole Board in cooperation with the Division of Probation and Parole handle notices regarding pending board hearings and their outcomes.

Staff throughout the system continue to be available to answer questions and otherwise assist any citizen who calls. Meanwhile, existence of the bureau sometimes makes that process easier because victims who simply need someone to listen to their stories can be referred to the bureau, where talking with persons is a primary function.

While departmental regulation repeats statute by defining a "victim's family" as "a spouse, parent, child, stepchild, sibling or legal representative of the victim..." the bureau's practice is broader. A request from anyone who requests notification is honored as long as that person is not sentenced to the department's custody (that exclusion is also statutory). Consequently, victim requests on file include multiple family members in different locations, persons who identify themselves simply as close

friends of the victim or victim's family, former spouses who are apprehensive about an inmate's eventual release and quite a number of relatives who are not among the prescribed degree of relationship. This practice is not only easier to follow than one requiring attention to documenting relationship; it carries no added risk because the information given to victims is public information anyway.

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**The bureau was established by regulation to acknowledge and involve victims as legitimate participants in the corrections system.**

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### Evolutionary Change

Testimony to the bureau's success in providing a public service not available elsewhere came during the 1995 legislative session, when legislators added bureau functions to statute. During the same session, the victims' rights law was amended to make local officials and, ultimately, the prosecuting district attorney responsible for informing victims about their right to be kept informed regarding an inmate's possible release dates and scheduled release hearings and for offering them a form. Consequently, more and more crime victim notification requests are arriving directly from district attorneys' offices or on notification forms provided through those offices. Most such requests arrive on the form the department developed.

Also during the 1995 session, victims of felony-grade delinquent offenses were added to victims' rights law; consequently, policy and practice are being modified to balance access to information about juveniles with long-standing confidentiality laws that protect the identity of juvenile offenders.

In addition to performing a needed service and winning public good will, the bureau has established interactive communication with crime victim ad-

vocacy groups in the community—e.g., the Crime Victims Reparations Board, M.A.D.D., Victims and Citizens Against Crime (VCAC) and victims assistance programs in some district attorneys' offices. These groups have become both information sources for the bureau and helpful referrals for some persons who contact the bureau. Within the bureau's first eighteen months of existence, Secretary Stalder and the former director, were cited by VCAC for the bureau's contributions toward victims' rights.

#### Directions for the Future

Creation of the Crime Victims Services Bureau brings institutional corrections apace with probation and parole professionals. Perhaps more than most other employees of the corrections system, probation and parole officers have

for a long time been aware of and responsive to crime victims and their families. Certainly that has been true in Louisiana, where a routine part of agents' duties is to talk with victims so that their opinions and experiences are included in pre-sentence reports and pre-release reports used by decision makers. In fact, as victims rights expand, we can project a system in which probation and parole agents, while preparing a presentence investigation report, tell victims what the Crime Victim Services Bureau can do to assist them and actually sign them up at that point.

Further automation of the registration/notification process is a top priority at present. A limited-access victim screen is under development to provide immediate access to a victim's name, address and telephone number

for persons assigned to make the required notification and to support automatic generation of necessary letters and reports.

A leadership committed to public safety and quality service combined with a resourceful employee base willing and able to incorporate new duties into their daily operations has enabled the Louisiana Department of Public Safety and Corrections to successfully implement the Crime Victims Services Bureau. We believe that doing so has been another significant step in the complex process of balancing the legitimate public safety concerns of citizens and their insistence that government operate with economy and efficiency. In this context, efforts to strengthen operations of the bureau will continue as will the department's actions to serve the state's citizens in this and other ways. □

## ***Call for Presenters***

### **American Probation and Parole Association Winter Training Institute**

#### **Orlando, Florida • Winter 1998**

The American Probation and Parole Association (APPA), together with the Florida Association of Community Corrections, is pleased to issue a call for presenters for the 1998 Winter Training Institute. The Institute will be held in Orlando, Florida during January 1997. Institute participants include community supervision and corrections personnel, the judiciary, treatment providers, criminal justice researchers and others who are interested in the field of community justice.

Presentations should relate to the following topics: executive management issues, parole issues, community supervision, corrections or pre-trial services.

The suggested topics are not all-inclusive. Proposed workshops may be either one and one-half or three hours in length. Other topics related to the field of community supervision and corrections are acceptable.

**Submission Guidelines** — Persons who would like to be considered for conducting a presentation at the 1998 Winter Training Institute should forward the following information: Workshop title; a one-page summary of the proposed workshop; the names and complete mailing addresses of all the proposed faculty; a brief resume or vitae of all the proposed faculty. Presentation information or requests for additional information should be directed to Robert Porter, Florida Department of Corrections, Bureau Chief, Interstate Compact, 2601 Blair Stone Road, Tallahassee, FL 32399-2500, phone (904) 487-0558; fax (904) 921-8195; e-mail [dintrmp@mail.state.fl.us](mailto:dintrmp@mail.state.fl.us). Information should be submitted no later than **May 15, 1997**.

Please note that it is APPA policy that, regrettably, expenses and fees associated with participation cannot be reimbursed by APPA.



# Cog Probation

by Mark Carey, Director, Dakota County Community Corrections (MN)

Probation has been a field under pressure. Over more recent years, probation has needed to make service changes in order to maintain levels of offender accountability. Workloads have commonly increased faster than staff complement. New requirements, training, and expectations have been added to the correctional field. In addition, probation has needed to examine its purpose and measure its expected outcomes in order to be accountable for its use of funds. Many of these changes have been positive as they have improved either the efficiency or effectiveness of correctional services. Examples of some of these positive changes include the use of probation service centers and kiosks for lower risk offenders, enhanced uses of volunteers, increased development of intermediate sanctions, information system enhancements and outcome measures, improved sex offender programming, intensive supervision services, victim/offender mediation programs, and creative uses of offender work crews. Although these changes are believed to have significantly improved certain outcomes, *the basic case management vehicle (which relies on the use of one-on-one sessions provided by probation officers for moderate to high risk offenders) has largely not changed.*

Corrections departments, like other government agencies, are increasingly pressured to describe and produce outcomes as a result of taxpayer investment. A long mainstay of correctional outcomes has been that of recidivism reduction. Some correctional representatives have proposed shaking off the mantle of recidivism reduction as an unrealistic expectation. Despite this effort, it remains as a core objective, at least in the public's eye. Fortunately, at the time when insistence for accountability is reaching a crescendo, research

results of correctional practices are providing the field with direction on how to accomplish positive risk reduction outcomes. This article is intended to be a beginning model for corrections professionals who want to synthesize the research findings of recent years with probation practice for the purpose of recidivism reduction. *This case planning and service construct describes how probation agencies can convert the information put forth by researchers into a service package which will significantly increase the likelihood that correctional intervention will assist the offender toward pro-social change.* It is based on a couple of assumptions;

- It must largely be done within existing resources; and
- It uses probation officers as the primary service delivery vehicle.

This construct is intended to provide a framework from which specific and practical assessment, cognitive/behavioral interventions, and evaluation tools can be applied by probation agencies without requiring significant amounts of new funding.

It is important to note how the emphasis in the probation field has changed in recent years; in particular, how the pendulum has shifted to once again prioritizing competency development as an important objective for corrections. At any given time, the emphasis on probation has been placed on any one or more of the following: accountability, punishment, rehabilitation, public safety, "just desserts," or deterrence. Despite this shifting emphasis, actual probation activities have largely remained the same. These activities include referral services, surveillance, monitoring of court conditions, individual "counseling," and court reports. New legislative mandates have added many functions, but the

added activities fall within these general function categories. Report writing may contain different information but the activity has not changed. Referrals are still made, but perhaps to different service providers for different reasons. And, despite the use of large group supervision techniques for low risk offenders (such as the probation service center and kiosks) individual sessions with probationers remain the primary service delivery method for the moderate to high risk offenders. During these individual sessions, probation officers review the offender's compliance with the court conditions, provide information and "counseling" to assist the offender in being law abiding, and make referrals to other service providers for a number of reasons (such as public safety or rehabilitation). The sessions typically range from very short (five minutes) to longer (one hour).

## A Synergetic Convergence

Synergy occurs when two or more compelling and timely actions or forces combine to achieve an effect which is more substantive than what each adds individually. Clearly, that is occurring in corrections with the resurgence of risk reduction principles, and the preponderance of research findings that describe "what works" in reducing future offending behavior.

### 1. Competency Development

After a hiatus from the ideals of rehabilitation under the medical model approach to corrections, the focus on improving offender competencies has undergone a resurgence. Perhaps most influential has been the renewed interest in the age-old concept currently coined "restorative justice." Its tenets are prevalent throughout the practices of ancient aborigine and American Indian cultures, and in the Old Testament. For tradition-

**Figure 1: Evidence of What Works**

Robinson and Little Meta-Analysis

What Works In Corrections	What Works Some In Corrections
COG/behavioral groups outside system (R=-18%)	Restitution (R=-1%)
COG/behavioral program outside system (R=-20%)	Family Intervention inside justice system (R=-7%)
COG Skills & COG/behavioral therapy inside system (R=-20%)	Behavioral individual counseling outside system (R=-8%)
Multi-model COG/behavioral approach inside system (R=-21%)	Probation and parole with enhancements (R=-8%)
COG/behavioral program inside system (R=-25%)	Family intervention outside justice system (R=-10%)
COG Skills & COG/behavioral therapy outside system (R=-25%)	
Multi-model COG/behavioral approach outside system (R=-25%)	
R= Recidivism Rates	

al criminal justice agencies, however, restorative justice is largely a new application. It aims to restore the victim (both the individual victim and the affected community) to its pre-crime state through the assets and commensurate obligations of the offender. Although it equally emphasizes public safety and accountability, restorative justice requires interventions whereby the offender leaves the criminal justice system more capable than when s/he entered. To do this, opportunities for the offender to change his/her behavior must be provided. Competencies to be developed and assets already possessed are to be reinforced in order to reduce the likelihood of returning to court on a new offense.

Over the years, competency development objectives have been minimized as others (such as monitoring court conditions and public safety) have been emphasized. There are many reasons for this shift, not the least of which has been a disenchantment with the ideals of recidivism reduction. Spurred by the claim of researcher Dr. Martinson in the 1970's that "nothing works" in changing criminal behavior (which he later

recanted), policy makers turned to a "just desserts" approach to correctional intervention. Just desserts seeks to punish offenders in an equitable and proportional manner often through methods such as sentencing guidelines. As such, rehabilitation ideals took a "backseat" to this approach. With the publication of individual and meta-analysis research findings in the 1990's, however, there has been a reemergence in the belief that corrections should be emphasizing competency skill building for the purpose of reducing future crime.

## 2. Research Findings

Despite commonly held beliefs to the contrary by much of the public and criminal justice professionals, there now exists a preponderance of research evidence that identifies what works in reducing recidivism. There are over 500 recent and validated studies which point out that cognitive/behavioral interventions reduce recidivism by an average of 15% (Andrews, et. al., 1989). More encouraging is the finding that when offenders are properly targeted and matched to the appropriate cognitive

and/or behavioral program, recidivism is reduced by an average of 25% to 50% as compared to control groups. Furthermore, the research indicates that the best results are gained from the moderate to high risk offenders, as opposed to the low and extreme high risk category. Newer, more advanced risk tools have been developed with the best of them demonstrating high prediction validity.

The research is clear that punishment and surveillance activities alone are not effective at reducing recidivism. This does not mean that these activities are without value. Criminal justice and correctional agencies monitor and punish offenders for a variety of appropriate reasons. But, their limitations should be recognized. They do not by themselves change offender behavior except in isolated, unique circumstances. Traditional probation supervision is no more or less effective than these punishment and surveillance interventions. However, probation coupled with a cognitive/behavioral approach can be highly effective in reducing recidivism.

Figure 1 summarizes the research illustrating what does and does not work for the offending population. Although some minor differences are noted, in general these findings are confirmed by multiple meta-analysis researchers:

## The Construct

It is useful to construct a conceptual framework which illustrates the primary features of a cognitive/behavioral-based service delivery system or, for purposes of this article, cog probation as a way to visualize the key features necessary to consider before implementing an intervention strategy. Given limited resources, and the need to apply these resources judiciously, a framework can help correctional agencies decide which offenders should get what services and for what purpose.

Traditional probation case management services tend to be provided in a loosely structured, one-on-one supervision manner. Many jurisdictions have

developed contact standards and policies on how often offenders should be seen, the number and type of collateral contacts, and less commonly, a procedure for feedback on individual sessions (such as video or audio tape review, or sit-ins by a supervisor). Even with the more advanced case management techniques, however, it is rare for correctional departments to develop case plans which targets specific criminogenic needs (ie, offender characteristics which are most likely to contribute to future criminal behavior) and a *disciplined system of intervention* that seeks to address those needs. It is more common for probation officers to resort to standard one-on-one unstructured interviews, or as one officer put it, “to wing it” by trying differing techniques based on the offender’s response (or lack of).

A significant number of curricula have been developed over recent years which have been validated as effective means of accomplishing the objective of risk reduction when applied to the properly targeted population. The probation field could benefit from a model which assesses individual offenders using the least amount of resources necessary to properly match the offender to validated interventions.

This model should be based on certain conclusions drawn from current probation practice and research such as:

- High risk offenders will likely commit a new offense without an effective and disciplined intervention strategy;
- Because probation agencies are confronted with overbearing caseloads and limited resources, agencies need to be parsimonious in the application of those resources. The larger percent of resources should be reserved for those offenders with the greatest likelihood of returning on a new offense.

There are at least two schools of thought on how attitudes, beliefs, and values affects the likelihood of whether an individual will get involved in the

criminal justice system. The first purports that most of the higher risk individuals think and act differently than the general public. They do not respond pro-socially even under threats of punishment and possess a number of skill deficits and criminal attitudes that must be changed before long term law abiding behavior can be expected. As such, offenders are distinctly different from the general public, and at-risk behavior can be predicted by examining the offender’s thinking patterns. The second expression is that offenders do not necessarily have different attitudes, beliefs, or values. It suggests that members of the general public also possess certain levels of anti-social attitudes, but the offender either acts on these impulses more frequently, or that these attributes are more deeply rooted or integrated than those in the general public. In other words, all individuals, whether they commit a criminal act or not, possess anti-social characteristics but it’s simply the matter of degree by which they exist or are acted on. We all discover “lapses” and inconsistencies in our logic, values, and actions depending on circumstances, and are therefore not that different from those who commit criminal acts. Proponents of this second school of thought also point out that when we view people who break the law as different from the non-offending public, we open the door to irrational fear, prejudice, and dehumanization. When this occurs, we lose sight of our common humanity, grace, and compassion.

In either case, whether one views the offending population as significantly different than the law abiding population or not, the corresponding application of intervention strategy is the same. Offenders benefit from cognitive/behavior interventions that challenge the thoughts and attitudes that precede action. Rather than concentrating on “thinking errors” as suggested by Samenow, it may be more positive and useful to consider the intervention as an effort to create growth in moral reasoning. In this view, moral growth

has been suspended or delayed, and cognitive/behavioral interventions help the offender to enhance and deepen their moral reasoning thereby, for example, increasing their concern for others, understanding how others feel, and sacrificing self interest for the benefit of another.

One of the shortcomings of this cognitive construct is that it centers on the offender’s deficits, and seeks to stimulate more socially acceptable beliefs within these “cognitive gaps.” As such, it is silent on the use of existing offender assets, which could be used as a vehicle to bring about more responsible actions. This is not to say that use of assets couldn’t be integrated with this cognitive/behavioral concept. It just isn’t the focus of this article. Peter Benson (Search Institute, 1994) surveyed more than 350,000 teenagers and discovered a number of assets in youth which, if they exist, provide youth with a form of insulation against the negative and self destructive behaviors such as drug use, violence, and crime. The assets in areas such as structured use of time, support, control, educational commitment, positive values, and social competence can be identified through behaviors and attitudes, such as:

- Decision making skills
- Spending time at home
- Concern for the poor
- Parental involvement in helping the student succeed in school
- Completing six or more hours of homework per week
- Parent monitoring of teenager whereabouts
- Teenager spending at least one hour per week at a church or synagogue program
- Achievement motivation
- Involvement in music
- Friendship making skills

The use of the offenders’ pre-existing or newly developed resiliency attributes could be combined with the cognitive/behavior intervention to provide a more balanced and comprehensive approach to recidivism reduction intervention.



**Figure 2: Major Predictors of Criminal Behavior****Best Established Predictors of Criminal Conduct**

- Anti-social Attitudes (Dynamic)
- Anti-social Associates (Dynamic)
- History of Anti-Social Behavior (Static)
- Difficulties At Home, School, Work and Leisure (Dynamic)

**Assessment and Responsivity Factors**

A great deal of literature has been written about the importance and types of assessment tools. Offender assessment is useful in order to maximize the use of existing staff and fiscal resources, identify offender risk levels, and for the development of a case plan. Nevertheless, many probation agencies have resisted the use of assessment tools and have relied on professional judgment. The two primary types of decision making (Dawes, Faust, Meehl, 1989) can be described as clinical (when the decision maker combines and processes information in his/her head) and actuarial (whereby human judgment is diminished and decisions are based solely on empirically established relations between data and the event of interest). In the process of predicting behavior based on either clinical or actuarial methods, research clearly shows actuarial to be superior. In fact, Dawes, et al report that, "There is no controversy in social science that shows such a large body of qualitatively diverse studies coming out so uniformly . . . as this one."

The number, complexity, and validity of these assessment tools have increased in recent years. This evolution has been described in terms of generations (Bonta, 1993), with significant enhancements made with each advancement. First generation methods were more subjective, and non-empirical than second generation. Third generation tools provided for the identification of criminogenic factors

that lead to case plans and addressing of offender needs. And, fourth generation tools are now reportedly being developed and tested. For purposes of developing a cognitive/behavioral based probation system, it is critical that the assessment process answer three fundamental questions:

**Risk:**

1. *Which offenders should receive the bulk of available resources?* It is important to distinguish what risk means and how it is to be measured. Risk can be defined as the degree to which an offender under supervision is likely to commit another offense. It may or may not distinguish between the type of future offense or, in particular, the degree to which the general public may be harmed. This can be an important distinction especially when prioritizing cases, for example, of chronic shoplifting or intra-familial sexual abuse. In either case, the likelihood of a personal crime against a stranger may be low, but the re-offense likelihood high. Nonetheless, as a general tool, the assessment is helpful from the point of deciding where to apply resources (ie, to the moderate to high risk offender). Probation agencies simply do not have the luxury of providing comprehensive services to all offenders ordered by the court to be supervised. Some selection process is necessary to insure that the offenders who pose the greatest public safety risk, and who could benefit the most from intervention, receive the most intense services.

To some degree, this question of which offenders should receive the most

resources cannot be answered outside of a political or community value context. Some communities insist that services be provided to a particular offender group (such as drunk drivers, sex offenders, or domestic abuse perpetrators) regardless of whether such services are effective at accomplishing articulated outcomes. To the degree possible, the case plan construct should seek to assign resources to the offender type where the greatest efficacy can be acquired. The political and community values can by no means be ignored, but they must be balanced against what the research would describe as most productive.

One of the most helpful conclusions drawn from research has been the determination that correctional intervention is not effective for low risk offenders for the purpose of individual recidivism. That is, the low risk offender is not likely to return to court on a new offense no matter what kind of intervention is applied and, in fact, intervention can increase the likelihood for re-offense. This implies that many of the resources currently devoted to low risk offenders can be diverted to those offenders where intervention can have significant results. Because corrections has objectives other than just competency development (such as victim restoration, accountability, deterrence, etc.) it would not be appropriate to divert all resources currently devoted to the low risk offender. However, for many agencies, this research conclusion has suggested that corrections may be over-applying certain services to the low risk population out of an erroneous belief that these interventions were helpful in meeting the agency goal of recidivism reduction.

**Need:**

2. *What are the criminogenic factors which need to be addressed?* Certain factors have been validated as being closely associated with future crime and others have been ruled out as correlative. Figure 2 identifies the

predictors of criminal behavior with the highest correlation factors. Understanding some of these predictors are crucial when applying specific intervention strategies. The case plan must reduce the levels by which these factors are present in order to reduce future risk. Tools have been developed which assess, for example, the anti-social attitudes present before the intervention is applied, for the purpose of evaluating whether that intervention resulted in a change in those attitudes.

Risk factors are either dynamic or static in nature. That is, some offender characteristics that predict future criminal behavior include factors about an individual or his/her past that cannot be changed. Examples of static factors might be age at first conviction, prior conviction for assaultive behavior, or whether the offender was raised by a two parent family. On the other hand, dynamic factors include those characteristics which change and can be altered by the offender. Examples include use of chemicals, attitude, and quality of peer or marital relationships.

#### *Responsivity:*

3. *What is the most appropriate intervention for the individual offender?* Knowing the offender's risk level and criminogenic factors are not enough. Responsivity considerations require a careful review of the offender profile in order to match that offender to the most appropriate intervention. The failure to take into account the offender's and the intervention's characteristics will result in diminished program effectiveness. Not only do the most useful assessment tools include offender profile information in order to assist the agency in matching the offender to the most appropriate intervention, but it also helps in matching the offender to the facilitator, based on the facilitator's teaching style.

As indicated earlier, proper assessment is crucial to the development of the case plan, however, full assessments for all offenders can result in an over-application of limited resources. The

majority of lower risk offenders can be diverted from assessment and case management services through the use of a quick, initial screening criteria, such as offense. The disadvantage of screening offenders based solely on factor(s) such as offense could result in some offenders not getting the type and intensity of services needed. Using staff resources that are in short supply for the purpose of initial risk screening raises the question of whether it is worth applying a written screening device to all offenders in order to identify the occasional offender who might score high on the risk scale. In addition, limited risk control (O'Leary and Clear, 1984) suggests that the criminal justice system should restrain itself from overreacting to crimes based solely on non-offense reasons. Proportionality and fairness principles would restrict the court response to one that is commensurate with the harm caused by the crime, even if the offender could benefit from an extended risk reduction program. This suggests that some offenders (such as those convicted of non-DUI traffic and non-personal misdemeanor) may be diverted from more intensive — and, therefore, more expensive — intervention by offense only. The other offenders could receive a short screening to determine whether

they need a full assessment process or could be placed in a traditional corrections service system with the screening information only. Finally, those offenders who clearly are high risk, and those who may need additional non-standard services, would receive full assessment services along with certain augmented assessment tools. Some of the augmented tools, when appropriate, might include those listed in Figure 3.

The screening, assessment, and augmented assessment processes should be designed to answer these basic questions:

1. Which offenders are the highest risk to re-offend?
2. What criminogenic factors are present in the offender?
3. What kind of programming is the offender most appropriate for?
4. What type of learning style would produce the best results?
5. What type of facilitator or counselor would work best for this offender?
6. What other factors might interfere with learning (such as head injury, depression, learning disability, etc.)?

Although the majority of higher risk offenders are appropriate for cognitive/behavioral groups, not all are. Some may need a different type of intervention based on their level of motivation, whether they perform well in group or

**Figure 3: Augmented Assessments**

Area of Assessment	Tool
Anti-social traits	Hare Psychology Defining Issues Test Measuring the Development of Socio-moral reflections MMPI
Level of Cog. Functioning	Jessness Inventory & Behavior Checklist Pre-test for measuring success in Cog. Programming
Anger/Aggression	Anger Assessment Tool Domestic Violence Inventory Assessment of Potential for Dangerousness
Problem Solving Ability	Conflict Assessment

individual settings, whether they have mental health issues severe enough to interfere with functioning, etc. Maximum results cannot be attained if the agency either fails to offer cognitive/behavioral interventions to those offenders who could benefit from such groups or by overextending cognitive intervention as the "fix-all" for all offenders. For example, the National Survey conducted by the American Probation and Parole Association (Boone, 1995) indicated that 6% of probation and 5% of parole offenders are mentally ill. A separate case plan which addresses mental health issues is a more appropriate intervention for this group.

### The Cognitive Continuum

There are generally four types of interventions deemed appropriate for the majority of the higher risk offenders. They are illustrated in Figure 4.

**1. Cognitive Restructuring:** Used for the offender with *character deficits* (who exhibits anti-social attitudes and behaviors). The *intervention* examines cognitive structure (i.e., attitudes, beliefs, and thinking patterns) and identifies those beliefs and thoughts that are distorted, irrational, or inappropriate. The purpose is to determine how those thoughts, beliefs, and attitudes contribute to anti-social and criminal behavior. The goal, then, is to facilitate self change or movement from anti-social to pro-social behavior.

Character deficits are often characterized by the following traits:

- manipulation
- selfishness
- egocentricity
- callousness
- irresponsibility
- impulsiveness
- lack of guilt or remorse
- inability to learn from experience
- low frustration tolerance
- blaming others for their problems
- making excuses
- superficial relationships
- produces behavior which causes conflict

### 2. Cognitive Skill Development:

Used for the offender with *cognitive deficits* (who is a concrete thinker, and has poor problem solving and conflict management skills). The *intervention* seeks to aid in the development of thinking skills used to cope with life situations. Cognitive skills incorporates some examination of the thought process or structure and makes a connection between thinking patterns and behavior. The purpose is to identify those areas in life that are problematic based on deficits in cognitive skills such as (for example) negotiation, anger management, problem solving, assertiveness, and so on. The goal is to increase thinking skills in order to increase pro-social behavior.

Cognitive deficits are often characterized by the traits of:

- concrete thinking
- poor problem solving skills
- poor interpersonal skills
- difficulties with anger

### 3. Life Skill Enhancement: Used

for the offender with *life skill deficits* (who tends to be unskilled, has limited employment history, is unable to maintain housing and/or has a difficult time managing money). The *intervention* targets deficits in the skills required to carry out the day to day tasks that are necessary for self sufficiency and independence. Those required skills may include, for example, money management, job seeking and job maintenance, apartment renting, and so on. The goal is to increase competencies which will ultimately lead to success in the community.

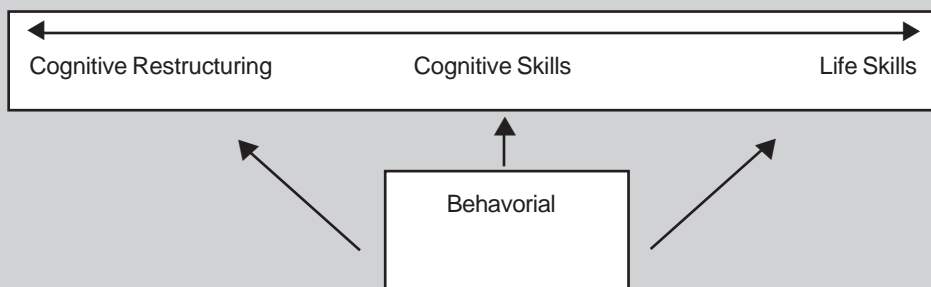
Examples of life skill deficits might include:

- lack of job skills
- difficulty in obtaining and maintaining employment
- poor money management
- inability to maintain housing
- poor social skills and etiquette

**4. Behavioral:** Social learning theory purports that behavior is shaped by reinforcements within one's environment. Positive and negative stimuli associated with an individual's thoughts, attitudes, beliefs, or actions ultimately steer the person toward pro or anti-social behavior. Thus, any correctional intervention must use reinforcements both within and outside the setting from which this intervention is applied. Behavioral methods are complimentary to cognitive based applications by using methods such as role playing, practice, homework, feedback, praise, and so on. Integrating behavioral approaches into the cognitive application can increase the efficacy of the intervention. In fact, a natural progression might include conscious raising, learning alternative thinking, role modeling, practice, and reinforcement.

In addition, involving the individual's family or significant other is an important link to the behavioral approach. When the offender's significant others acquire similar information as the offender, they can reinforce the new lessons and tools at home. It is often difficult for individuals to transfer

**Figure 4: Cognitive Continuum**





new awareness and commitments to settings outside of the “learning laboratory.” Having significant others who understand and who are willing to assist in the transfer of learned material is extremely useful.

The categorization of cognitive and behavioral interventions imply that there is a clear line of delineation between the four types. There is not. Curricula that is promoted as “restructuring” or “skill development” typically contain elements of both. Life skill courses often contain education components that meet the definition of cognitive skill development. Behavioral approaches may be appropriate to use in conjunction with any one of the cognitive interventions. Nonetheless, there are distinct differences between the four types of interventions, their objectives, the typical program length, and the type of presentation required. For the purposes of developing a theoretical model, establishing categories of cognitive/behavioral intervention is helpful. This is particularly useful when deciding which curricula type to apply first. For example, offenders with anti-social personality traits perform significantly better if they receive cognitive restructuring intervention before cognitive skills (Ross, Fabiano, Ewles, 1988).

The four types of cognitive/behavioral interventions are designed to explore, examine, and challenge the thought processes which precede behavior. These thoughts or cognitive deficits result in behavioral responses that create negative consequences. Examples are exhibited in Figure 5.

The objective of the cognitive intervention is to challenge and shape the offender's thought process to create more pro-social options which result in neutral or positive consequences. Left unchallenged, these thought deficits eventually can lead to character flaws that are much more entrenched and difficult to change later (see Figure 6)

It is from these thoughts, behaviors, and habits that one's character is developed, and from which the offender's

**Figure 5: Distortion, Tactics, and Behavior**

Thinking Distortion	Tactic	Behavior
<b>1. Anger</b> - anger is a basic part of life. The offender responds angrily to anything that he/she interprets as opposing what he/she wants for self. Anger is a way of controlling others.	Intimidation, control	Blows up or acts like they are going to lose it; threaten and/or intimidation. “you better back off and get out of my face. I’m going to lose it.”
<b>2. The Victim Stance</b> - When held accountable for irresponsible and criminal behavior, the offender blames others and portrays self as a victim. The world does not give them what they think they are entitled to, so they view themselves as poorly treated, thus a victim.	Projects blame, denies self control, shifts focus of responsibility to others	Says and believes things to support lack of accountability for actions and projects blame. “Everybody’s against me. No one really understands me.” “I has a screwed up childhood” “They started it”...
<b>3. Pride</b> - Criminal pride manifests as an extreme high evaluation of self. It is the idea that one is better than others, even when it is clearly not the case. Criminal pride preserves a rigid self-image as a powerful, totally self-determining person.	Minimizes, justifies, exaggerates reality	Only sees what they want to see. “I’m working hard to and all you focus on is the past” “I don’t need help/support. I do this on my own.” All talk no action.
<b>4. Sentimentality</b> - offenders are often excessively sentimental; about mothers, old people, invalids, animals, love, plans for the future.	Manipulation	Cries and weeps when talking about self, family or other. Yet would take money from family for drugs. Become angry if family turned him/her in.
<b>5. Lack of Trust</b> - Although the offender does not trust others, he/she demands that others trust him/her.	Victim, blaming, puts up wall	Acts shocked/surprised when someone questions their trustworthiness. “They won’t give me a chance.” Put on an air of “don’t get near me” “no one can be trusted.” “It’s everyone for themselves.”
<b>6. Dishonesty</b> - For the offender, lying is a way of life. Lying is incorporated into basic make-up. The offender defines reality with lies and as a result maintains his/her distorted sense of control.	Minimizing, half-truths or blatant lying, denial	Says “I don’t know” (when he/she does). Says “I don’t understand what you are saying, what you are getting at”
<b>7. Making it Okay to violate others</b> - The offender demands consideration and every break for self, but rarely stops to think about others (feelings, thoughts, expectations).	Rationalize	Says things like “it’s no big deal, they have lots of money.” “They asked for it” “I’ve had bad things happen to me” justifies criminal behavior as long as they don’t get caught.

tactics are disclosed. These tactics such as those noted in Figure 5 are employed by the offender to maintain his/her thinking and behaving patterns.

As long as the tactics are successful, the offender's behavior does not need to change, and the likelihood of committing a new offense is increased. In essence, it perpetuates the “garbage in-garbage out” cycle of thinking and behaving. Over time, the continual reinforcement of cognitive distortions and self deceptions can become part of one's identity and change becomes even more difficult. With this intervention, one is not only challenged to change attitudes and thoughts but ultimately morals/values and sense of self. One should anticipate stiff

resistance and a sense of loss, grief, and anxiety over the prospect of changing one's identity. It is not realistic to expect

**Figure 6: Evolution of Thought to Character**

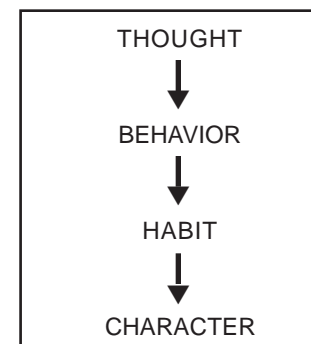
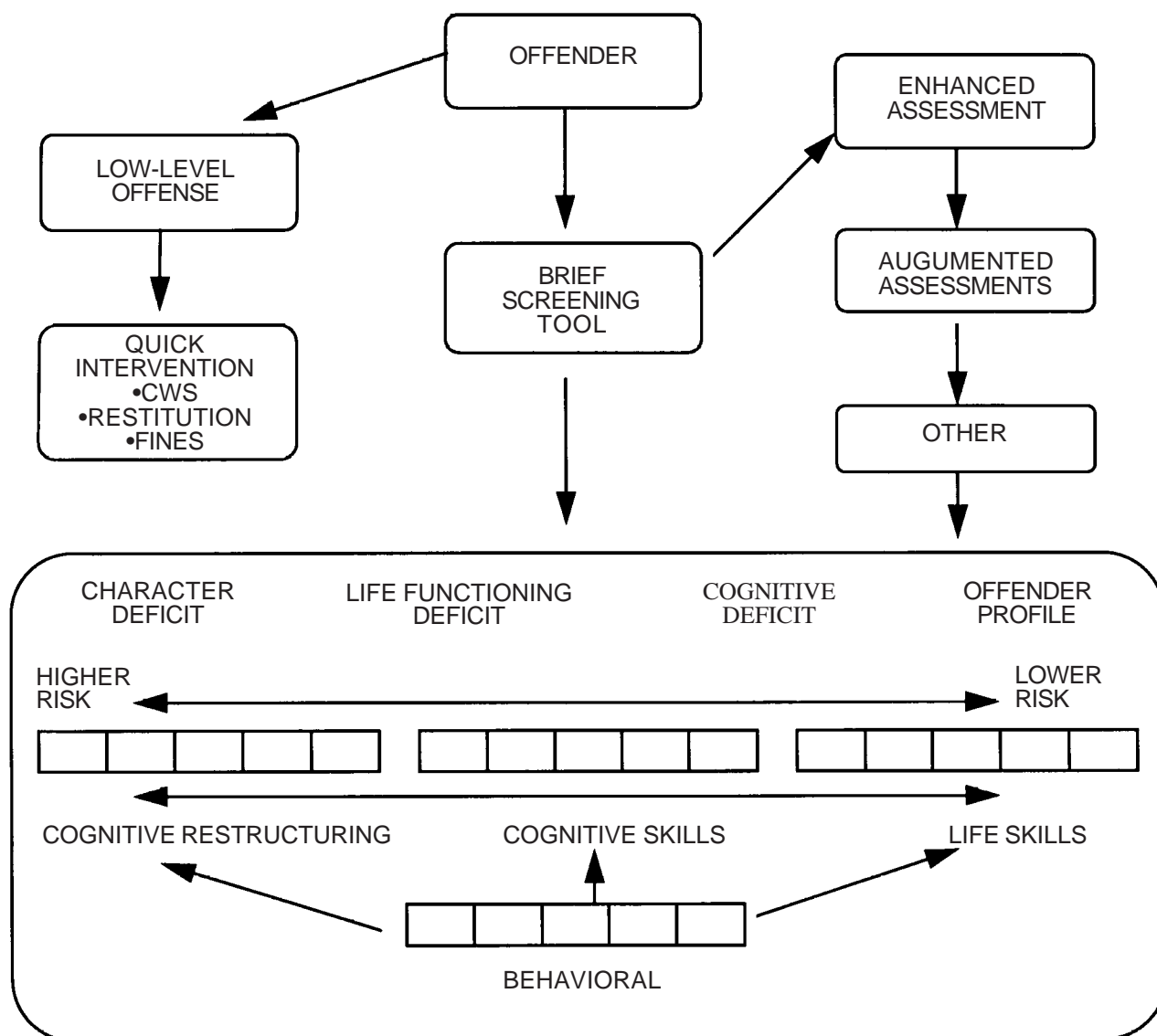


Figure 7: Assessment and Case Planning Model



that an individual would abandon his/her world view without knowing what would replace that view. This kind of change process takes time, support and incentives (e.g. early release from probation; increased positive feedback) to accomplish this transformation.

#### Cognitive/Behavioral-Based Probation Construct

The construct for cog probation is summarized in illustration form in

Figure 7. The upper portion of the model shows the process for assessment, ranging from none (by selecting through offense only), to a brief screening, to full and augmented tools. The goal is to identify criminogenic factors for the purpose of developing a case plan in the most cost effective manner. The lower portion of the construct shows a continuum of modules for which the appropriate module and high risk offender would

be matched to. It delineates between cognitive restructuring, cognitive skills, and life skills. Each intervention seeks a different outcome, as indicated earlier. Offenders may need programming anywhere along the continuum, but generally it is most effective when the needed modules are provided from the left to the right. Behavioral techniques are advised to be integrated in all three areas, and not as a separate intervention by itself.

**Delivery:** For maximum effectiveness, the cognitive curricula should be administered to the higher risk offenders by a trained, skilled facilitator. It is important to note that this curricula can be provided by human service staff as opposed to certified or licensed psychologists, psychiatrists, or therapists. The groups are educational in nature and necessitates the use of presentations, exercises, group discussion, and work assignments. Although issues of a therapeutic nature (such as disclosure of previous victimization) could arise, the educational course work does not seek the identification or resolution of such issues. If, in the course of the cognitive/behavioral course, a therapeutic issue should arise it would most likely be appropriate to refer the client to a counselor. Facilitator attempts to counsel in these circumstances would be ill advised because the facilitator is usually not a trained therapist, the purpose of the group is educational not therapeutic and to focus on therapeutic concerns distracts from the primary tasks of other group members. Therefore, training on boundary and related issues are critical to a successful delivery of cognitive intervention.

Given that so many correctional jurisdictions are laboring under large caseloads, and given the research findings that probation casework alone is not effective at reducing future illegal behavior, it is reasonable to construct a case planning system which includes probation officers as the primary personnel to facilitate cognitive/behavioral groups. That is not to say that vendors (current or potential) could not or should not provide this service. Rather, it assumes that correctional agencies under great financial and human resource constraints must use existing resources to accommodate these service enhancements. It might be most appropriate for vendors to provide specific cognitive services which are requested less frequently or which require greater expertise. Under this

model, corrections professionals would provide the bulk of the cognitive classes for the majority of higher risk offenders, and vendors would provide specialized services. Of course, each jurisdiction would need to take inventory of its existing internal and external service structure and resources to determine the most appropriate and cost effective method.

One of the greatest benefits to organizing a cognitive continuum service delivery system using existing correctional personnel is that the corrections staff become knowledgeable in the offender's thinking patterns, the use of tactics to avoid change, and new ways for these individuals to reason, think, negotiate, and behave. Once staff develop this intrinsic knowledge, all correctional staff (even those not facilitating group sessions) are better equipped to reinforce the training received by the offenders. This reinforcement not only increases the number of people holding the offender accountable to the same information but it also decreases the potential of the offender to play one professional against another. Some of the other benefits are that it increases the level of service intensity, provides staff with greater appreciation for the challenges contracted vendors face in changing offender behavior, increases staff's ability to identify need for relapse and booster sessions, elevates the importance of assessment information and case planning, and can be less expensive or, at least, budget neutral (since it replaces some of the existing probation contacts).

The most immediate obstacle to devising a correctional agency that uses existing personnel to deliver cognitive/behavioral groups is in the use of agency resources. The first question often posed is "How can we do this when our caseload size is unreasonably high now?". It is a legitimate dilemma and can best be addressed by revisiting the research to determine how existing use of personnel time can be re-deployed to provide group education.

Many jurisdictions have devised contact standards which describe the number and type of contacts each probation officer is to have with an offender. The standards usually describe the number (for example, once per week or month) and the type (such as collateral, office or home visit) depending on the risk level of the offender. It usually does not specify the length of that contact nor the content of the visit (that is, whether a case plan is to be accomplished or what the probationer is to discuss or do during that visit). Although this practice of applying contact standards is considered necessary from a management point of view to ensure that proportionate resources are devoted to the appropriate offenders as determined by the level of risk, quality measures are rarely applied. Offenders may or may not be receiving the type of intervention necessary to change behavior. Contact standards alone do not ensure that criminogenic issues are addressed, nor that specific cognitive constructs are confronted or changed. In fact, due in part to large caseloads, many if not most of the contacts are primarily used to monitor court conditions. And, if future criminal behavior for the largest portion of the higher risk probation population is largely linked to the offender's thought processes, this type of contact falls short of objectives that cite reduction of recidivism. This is not to imply that monitoring court conditions, collecting restitution, and other activities are of low value. Quite the contrary, these are important functions of corrections staff. But, it does raise the question of whether the contacts are to be solely dedicated to these functions. Some, if not most, of the offender contacts for the purpose of monitoring conditions can be substituted for a cognitive/behavioral group. Although this can cause confusion in the intervention purpose, it may be possible to monitor court conditions in the group setting. At the very least, use of group accountability can make monitoring more effective. Finally, the issues surrounding non-compliance of court



**Figure 8: Traditional Probation**

	Probation Officer		
	Level 1	Level 2	Level 3
Risk			
# of Offenders	40	30	30
Contacts per Month	2	1	.5
Hours	80	30	15

Total Hours = 125 Hours/Month

conditions often provide excellent group discussion material that illustrates thought distortions and tactics. Since the cognitive course work is best delivered in a group setting (to allow for discussion, support, and challenging), a number of one-on-one monitoring contacts can be exchanged for group meetings.

One method to address the issue of workload in delivering cognitive based probation is described in Figures 8 and 9. For purposes of illustration, assume that a jurisdiction is managing moderate and high risk offenders under traditional one-on-one probation, and that low risk offenders are handled in another manner. The average probation officer caseload is 100 offenders and they are classified by risk into one of three categories: high, high-medium, and medium. The high risk probationers are seen once every two weeks, high-medium at once per month, and medium once every two months. Each contact takes one hour. As Figure 8 indicates, it takes 125 hours of probation officer time in direct supervision time to manage the caseload (high risk = Level 1, high-medium = Level 2, medium = Level 3). Of course, this scenario excludes time required to handle violations, collateral contacts, missed appointments, paperwork, travel, court hearings, meetings, and other related functions.

Figure 9 illustrates a cognitive based probation caseload. In this example, the probation officer with a caseload of 100

offenders, categorized by the same risk factors and by the same proportionate numbers, also spends one hour for each direct contact. A percentage of offenders will not be appropriate for cognitive/behavioral group supervision for many reasons such as learning disability, low motivation, erratic or unusual employment schedule, and so on. These offenders would continue to be supervised in traditional one-on-one sessions. The average cognitive/behavioral group size in this example is 8 for cognitive restructuring and cognitive skill development, and 13 for life skills. Although the time required for the individual cognitive sessions vary, the example uses an average of two hours per class. As Figure 9 shows, the amount of direct time to manage a cognitive/behavioral based probation caseload under this configuration is 92 hours per month compared to 125 hours per month under traditional one-on-one supervision.

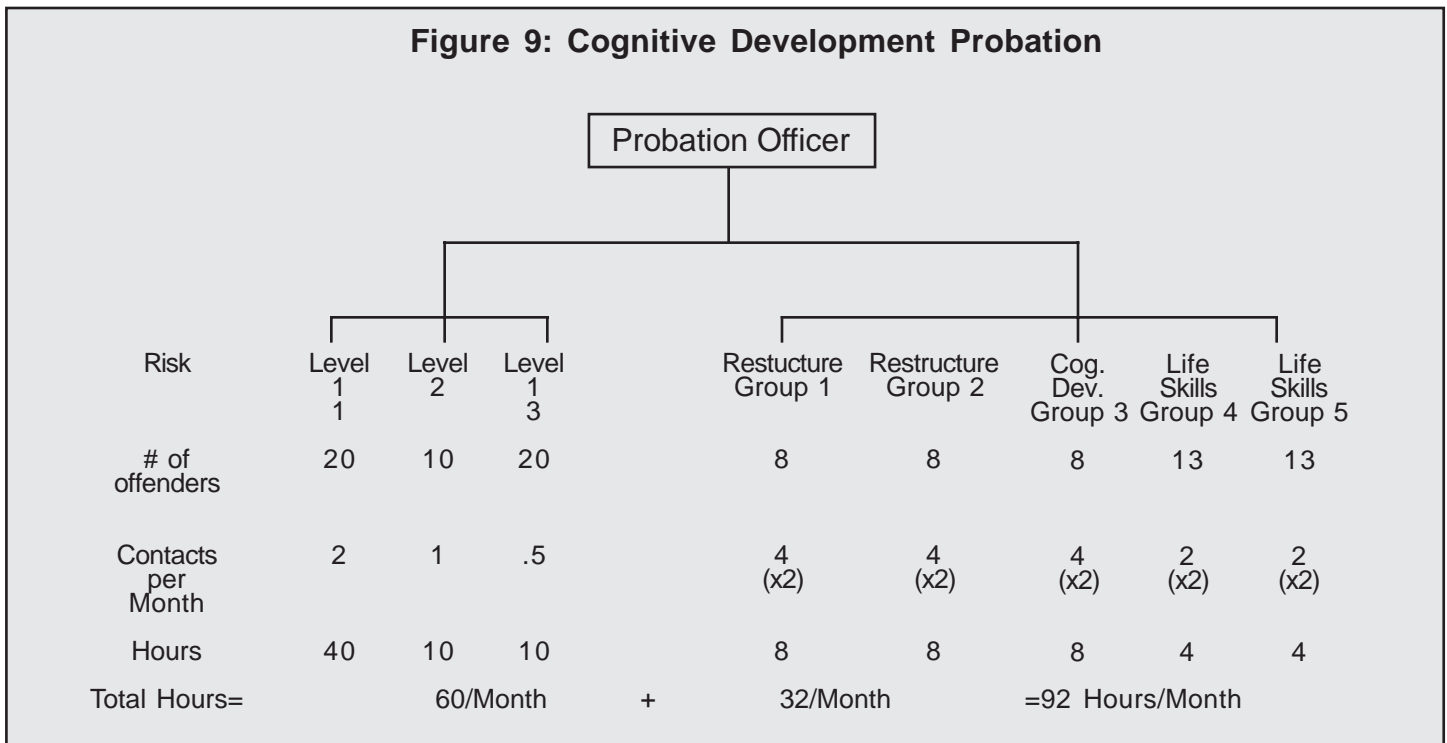
The time difference between the two models do not constitute time savings. The 33 hour difference is taken up by course work related functions that do not exist under traditional probation. Some of these functions include training, scheduling, more extensive case documentation, course work preparation, support sessions, and so on. In addition, some jurisdictions may opt to use co-facilitators which by itself would consume any initial time savings. A number of program decisions would need to be made in order to minimize

any increased demand for probation officer time.

The purpose of the illustration is to demonstrate how it is possible to conduct a cognitive/behavioral based probation system without adding significant resources. Of course, the resource bottom line varies depending on variables such as the current caseload size, the amount of time spent in individual sessions, the number of offenders referred to cognitive courses at any time, the average group size, whether to co-facilitate, the role and use of outside vendors and/or volunteers, the agency's ability to support, train and administrate the sundry preparations (such as securing adequate space, gaining materials, setting up the room, etc.), and other related issues.

As caseloads increase in size, the amount of time allotted per individual session is often reduced out of necessity. An hour per session as noted in this illustration is not practical for those jurisdictions under such caseload pressure. Such time constraints make the application of this model more difficult under existing resources. In these agencies, other time saving practices would need to be applied. It may be possible, for example, to eliminate certain functions that once served a useful purpose but now does not add appreciative value. Caution should be exercised over the over-exertion of cognitive/behavioral intervention which could throw out of balance the other important probation objectives, such as public safety or victim restoration.

In some jurisdictions, it may be common for correctional agencies to purchase cognitive restructuring, cognitive skill development, or life skill services. Probation and parole officers refer offenders to these programs. However, the majority of the higher risk offenders do not receive this service. This group of offenders more typically receive community work service, jail, electronic home monitoring, or other sanctions that are designed to punish or provide accountability, and not

**Figure 9: Cognitive Development Probation**

necessarily to alter their thought processes. Again, these sanctions are quite appropriate but are limited to what they are designed to accomplish.

In recent years, jurisdictions who desire to offer a continuum of cognitive/behavioral approaches which can be delivered by existing corrections professionals, have a wide selection to choose from. A number of pioneering agencies have been developing curriculum, administering classes, and validating its outcomes. Since most of the core components within those curricula are similar, jurisdictions can also develop their own and evaluate its effectiveness with some assurance that they are on the right track before implementing and evaluating. Naturally, evaluation measures would need to be applied as participants complete the course work. A non-exclusive list of some of the curriculum are listed in Figure 10.

### Layers of Responsivity

As noted earlier, providing cognitive skill development with regard to individual risk assessment, criminogenic

factors, offender profile considerations, offender learning styles, and facilitator styles significantly improve expected outcomes. Often, current application of responsivity considerations begin and end with the offender's risk level, criminogenic factors, and offender profile. It is also important to consider the offender's learning style, offender motivation, and facilitator style. Responsivity considerations include at least these five areas. Figure 11 identifies the different types of issues that should be considered before matching an offender with the specific intervention.

To determine appropriate timing and matching, it is helpful to answer certain questions within each of the following areas:

**Risk Level:** How likely is the offender to commit another crime? What type of crime? What assets and deficits does the individual possess? What are the most predominant risk factors? Are these factors dynamic or static? Does the agency have the capability or capacity to address the specific criminogenic needs?

**Offender Profile:** Does the offender have mental health or intelligence disabilities that would interfere with their ability to participate and benefit from group intervention? Is the offender chemically abusive/dependent and are they currently using mood altering chemicals? Is the offender employed or employable? What kind of leisure activities are they engaged in? What is the nature of their financial, family, marital, and social situation? How would you describe the offender's attitudes toward authority? How frequently have they been involved in criminal behavior?

**Offender Learning Style:** How does the offender learn best (for example, auditory, visual, experiential)? Are there any learning disabilities or cognitive impairments? Does the offender learn best in an individual or group setting?

**Offender Motivation:** What stage of change is the offender in? Does he/she miss a lot of appointments? Is the client guarded or argumentative? Is he/she indecisive or hesitant? Have there been past attempts to change behavior

and, if so, what were the results of those? What is the offender's attitude toward changing? Is there optimism for change? What are the offender's aspirations or intentions for the future?

**Facilitator Style:** Does the facilitator respect individual differences? Is there tolerance for disagreement and ambivalence? How empathetic is he/she? Does the facilitator have a high energy and encouraging nature? Does the facilitator have a genuine caring or interest in the clients? Can he/she roll with resistance? Is the facilitator more confronting/directive or motivational/reflective?

**Relapse Considerations:** Relapse should be expected as a part of the natural change cycle. It is unusual and perhaps unrealistic for an individual to make a sudden and lifelong change in behavior without relapse when the thought process and moral reasoning which precipitates that behavior is so deeply embedded in one's character. Even when one is highly motivated to change, it can be a difficult process. Anyone who has struggled with dieting, anger management, or parenting styles can attest to the cyclical nature of change including relapse. It is helpful for the facilitator to empathize and to be tolerant with less harmful relapses. This can be reinforced when the facilitator is trained on how individuals process change through stages (Prochask and DiClemente, 1982, 1984, 1985,

1986). When one enters a relapse stage, it is necessary to recycle through the other learning stages to once again assess, learn, apply, and commit to long term behavior change. Facilitator support and encouragement as opposed to condemnation is much more effective at this time. The cognitive/behavioral construct can build in anticipated booster sessions and relapse programming, in order to increase the long term chance of success and to protect the initial investments of time and resources.

### Providing Continuity

The development of theoretical models rarely fit all the complex operating variables within existing corrections organizational systems. The models serve a useful purpose in helping us think through the crucial issues and to organize a strategic plan, but they are typically wrought with application problems when applied literally. System application disruptions and difficulties will arise over issues such as fluctuating number of referrals to fill specific classes, training complications, or instructor illness. Offenders don't cooperate with a linear, problem-free march through the correctional continuum of care. This would be the exception rather than the norm. Individual offender personal circumstances such as loss of employment or transportation, family break-up, loss of

a loved one, or violating the terms of the court order can be routinely expected, and disrupt an organized cognitive construct. Therefore, the application of a continuum of cognitive development program requires flexibility.

Although the categories of intervention should largely be followed in order (ie, cognitive restructuring to cognitive skills to life skills), most of the cognitive curricula within those categories do not have to be given in a sequential manner. One way to ensure that the cognitive program can adapt to a multitude of disrupting circumstances is by dividing the curriculum in modules. Case plans can be met over time through a method of applying the modules in a sequence and at a time when it is most expedient for both the offender and the staff. Modules can be applied at any point along a continuum of correctional services. An offender can start with the intervention while in jail or at a residential center. The offender does not need to wait until he/she reaches a certain point along the correctional service continuum. This implies, of course, that the course work be available in the jail and at other settings, and that the offender reside in that setting for a sufficient length of time to complete the module. Some modules can be skipped, others may need to be repeated.

One of the advantages of establishing

**Figure 10: Cognitive Restructuring & Skills Programs**

Constructive Cognitive Change Curriculum	Walsh & Hertog
Moral Reconciliation Training (MRT)	Robinson & Little
Reasoning & Rehabilitation	Fabiano & Poporino
Cognitive Restructuring	St. Denis
Options: A Cognitive Change Program	Bush & Bilodeau
Criminal Thinking...Corrective Thinking...Cognitive Restructuring	Koerner & Facett
Problem Solving Skills	Taymans
Aggression Replacement Training	Goldstein and Glick
The Prepare Curriculum	Goldstein
The Anger Workbook	Carter & Minirth
Anger Management: Developing Options to Anger	Lane Co. Department of Youth Services
Breaking Barriers	Graham, Gordon
Cogworks	Coleman & Stricker
Expanded Life Choices	Nemanick, Toni



**FIGURE 11: Layers of Responsivity Assessments**

Measure	Purpose	Examples
Risk Level	Determine service provided (i.e. low, med., high)	LSI-R, COMPAS
Offender Profile	Identify criminogenic factors to match appropriate interventions (i.e. Character, Cog Skills, Life Skills, Deficit)	I. Hare Psychopathy II. Jessness Inventory & Behavior Checklist III. Pre-test for measuring success in cog. programming IV. Defining Issues Test V. Measuring the Development of Sociomoral Reflections VI. POSIT VII. Anger Assessment Tool
Offender Learning Style	Identify offender preferred learning style	I. Kolb Learning Style: a. Concrete Experience b. Reflective Observation c. Abstract Conceptualization d. Active experimentation II. Verbal Styles: audio, visual, kinesthetic
Offender Motivation	Determine motivation to change	I. URICA II. Attitudes toward correctional Treatment scale
Facilitator	Match facilitator and offender	I. Multifactor Leadership Questionnaire II. Kolb Learning Style III. LSI Learning Style Inventory

modules and offering them along different service points is that they can be applied at times of greatest impact. Offender motivation and willingness to change fluctuates depending on circumstances. It would be most beneficial to apply the appropriate cognitive/behavioral intervention at the time when the offender is best prepared to examine his/her previous choices and to receive information for future decisions. Often that “window of opportunity” is when they are experiencing the greatest discomfort or dissonance. Having modules ready at all points along the continuum will allow

the probation officer to apply the best suited intervention at the most effective point.

Vendor and volunteer communication is also critically important. It is usually most helpful when offenders receive similar messages from multiple sources. Although applying different interventions provide diversity of approaches, it becomes problematic when the offender receives conflicting messages. Furthermore, if research is leading probation staff to take a specific cognitive/behavioral approach, it would seem reasonable to expect the same of vendors and volunteers, and vice versa. Agen-

cies need to communicate clear expectations with vendors and volunteers, and evaluate internal and external interventions for consistent messages. It may be appropriate to conduct joint training sessions and to jointly develop performance measures.

### Infrastructure Support

Devising a system whereby probation officers deliver group based cognitive courses will create staff anxiety no matter how supportive or excited they may be about the change. Cognitive based probation requires:

- New Roles;
- New Skills;
- New Training;
- New Expectations;
- New Supports.

It means that a probation officer's day-to-day activities will change. Anxiety, and even fear, should be expected. Many personnel questions will be raised that require answers from administration. How will this affect performance management and pay raises? What job classification and union issues are affected? What if the staff member does not want to facilitate groups or is not successful? What if staff's learning and/or teaching style is not conducive to a group approach? What about safety concerns? Will staff get support and, if so, how? Will mistakes be tolerated?

Administration must be prepared to discuss these concerns with staff and develop an organizational infrastructure that minimizes negative impacts, and which increases the likelihood of a successful experience for all involved. At a minimum that structure should include training, consultation, and support.

*Training:* Many of the staff concerns can be mitigated by providing thorough and effective training. Staff anxiety is often caused by either not having sufficient knowledge of the reason or content of the program, or the lack of confidence that the employee will be competent at the new tasks required. Training must include skill development in group facilitation, communication, and cognitive behavioral theory. And, training on the curriculum is most effective when it includes a process of hearing, seeing, modeling, and doing. The same learning process will be undertaken by the offenders.

*Consultation:* Group facilitation can be difficult work even with a motivated group of participants. Challenges will arise. Staff need a ready source of consultation services to discuss particular dilemmas or situations they are facing in their groups. Consultation can take on many forms and each agency

should set up a system where it is readily available. Critical to long term success is the availability of on-going clinical supervision. This consultant can supervise the meetings on occasion and provide needed feedback. It provides some assurance of quality control, and provision of needed supports and skills for the facilitators. Some other examples of consultation assistance include audio and video tape review, and third party observation either directly or through one-way mirrors.

*Support:* Even with training and consultation, staff will need support from each other. It is useful to know that others are experiencing similar successes and challenges. Often, staff are their own harshest critics and need reassurance that their efforts are appreciated and worthwhile.

Administration will need to be in constant communication with facilitators especially in the beginning stages. It is crucial that staff be listened to very carefully in order for the agency to provide the kinds of support needed. Different staff will have differing needs, but each need must be attended to in order to produce a positive experience.

Ultimately, some staff will not be able or willing to conduct groups even after receiving training and consultation. It would be a mistake to insist that these individuals perform the function. As indicated earlier, matching the offender to the facilitator is a significant determinant in success. Staff who are not prepared to conduct groups should be assigned other roles in the agency. It is important, however, that all staff receive basic training so they can support the offender's new skills and thinking, and to confront counter productive thought processes.

### Gender and Cultural Issues

This article does not address those issues that involve gender and culture. These issues should not be overlooked. Gender specific programming is usually both more effective and more respectful for offenders. In addition, well-

established cognitive/behavioral interventions may not be validated across cultural populations, and even if they were it would not necessarily be appropriate to apply it to cross-cultural groups. Discussions with the female offender and cultural specific stakeholders should occur before applying the model to those populations. Certainly the retention of a diverse workforce enhances a probation department's ability to design and deliver gender and culturally sensitive programming.

It should also be clarified that cognitive/behavioral based education is not intended to replace counseling or therapy. It is an intervention that seeks to increase moral development, address thinking patterns, and provide skills for problem solving. Offenders who have a need for chemical health, mental health, or other treatment should be referred regardless of the application of a cognitive/behavioral intervention. Cognitive skill building is not intended to address counseling needs that require more specialized counselor education and therapeutic applications.

### Threats and Opportunities

Delivering a cognitive based probation service can be a threatening proposition to staff. Inappropriate application can result in unintended consequences. It can build up an unrealistic expectation that cannot be satisfied. What if the agency crosses the line from education to therapy? What might be the liability concerns? What probation function is being sacrificed in order to emphasize competency development?

On the other hand, probation staff often recount a frustrating cycle of intake, non-meaningful individual contacts with large numbers of offenders, unnecessary and routine paperwork, and a revolving door of offenders upon reconviction. Many if not most probation officers entered the field because they wanted to make a difference in people's lives. A cognitive/behavioral based probation system

provides a unique opportunity to make a difference in reducing future crime. The research is encouraging in this regard. Many probation officers are eager to participate in a hopeful process of providing real opportunity for offenders to change. Many personal benefits can be acquired. Probation staff develop an important set of skills which make them more effective in their current employment, as well as making them more marketable for other jobs both within and outside the agency. And, the skills learned in conducting offender groups are useful in one's personal and family life.

**A Word of Warning:** "Cog Probation" is a promising method of delivering probation services that can produce significant improvements in risk reduction, thereby increasing public safety, reducing long term costs, and helping to further establish probation as a vital service link in the production of expected criminal justice outcomes. However, it is not a panacea. While the application of research findings have produced positive results, the correctional field must not over-apply it. Researchers have made it very clear that a comprehensive assessment process that provides the professional with information to match the offender with the most appropriate response is critical to the efficacy of the intervention. All too often, professional fields swing from one service application to another as if some new "discovery" all of a sudden captured the essence of success that has eluded us for decades. For example, correctional professionals have astutely challenged public officials who have viewed incarceration as the singular and preferred method of dealing with crime. When short periods of incarceration doesn't work, the response is to lengthen them. When the crime rate doesn't drop, the reaction is to incarcerate a wider range of offenders. Now, the United States incarcerates more of its citizens than any other civilized country. An often quoted phrase that illustrates this public policy is, "When all

you have for a tool is a hammer, then everything looks like a nail." The same danger applies to cognitive/behavioral interventions. It is *one* additional tool, albeit an important one. And, its time for the field of corrections to re-tool and revamp the way probation services are provided. But, it must be done judiciously, and not as a one-dimensional response.

### Outcomes

As with all correctional programs, it is imperative that agencies know whether the resources and specific interventions are producing the outcomes sought. Fortunately, a number of excellent models of evaluation already exist. With these evaluation tools and processes, agencies can track whether the offender's anti-social attitudes change, their risk level decreases, and they adopt a legal lifestyle. Evaluation measures should be determined before the program begins, the mechanism for collecting the data established, and the desired outcomes communicated to all involved. In order for agencies to produce system-wide changes all employees need to be informed and aware of the department's objectives. If it is true that organizations tend to become what they measure (Osborne and Gaebler, 1992), then outcome-based measurements should be visible and made available to all staff in the organization.

### Conclusion

This is not the first or final word on how to reduce risk of criminal behavior. Risk reduction techniques are still relatively new. Our knowledge of how to change human behavior is growing rapidly. And, corrections is only beginning to more deliberately apply the research to practice. The preliminary efforts of jurisdictions to apply this knowledge, however, is quite promising. Refinements and new applications should be welcomed by the practitioner. This cognitive/behavioral model may be helpful for those jurisdictions who

wish to apply the latest research to existing probation practice.

A special thanks is owed to the researchers and practitioners who have piloted research-based projects. It has been through these efforts that the corrections field has grown in knowledge, complexity, and effectiveness. And to my colleagues (Gordon Bazemore, Brad Bogue, Marilyn Van Dielen, Jane Johncox, Dave Swanson, Tim Walsh, and Carl Wicklund) who have offered their support and advice for this article, my heart felt appreciation.

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**Evaluation measures should be determined before the program begins, the mechanism for collecting the data established, and the desired outcomes communicated to all involved.**

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## APPA Membership Meeting Door Prize Winners

The following individuals are recipients of door prizes given away during the Membership Meeting at the 1997 Winter Training Institute in Salt Lake City, Utah. Congratulations!

### APPA 22nd Annual Institute in Boston Complimentary Registration

Lawrence E. Hines  
Colleen Gillett

### APPA 1998 Winter Institute in Orlando Complimentary Registration

David C. Jones  
Pamela Maddess

### One Year Membership in APPA

James D. Alves  
J. "Cappy" Campasano  
Karen Dunlap  
Jamie Halvorson  
Florence Woodmansee

*Don't miss the APPA Membership Meeting in Boston, August 20, 1997!*

# *Making The Right Connection:* **A Cost-Effective Prerelease Program for HIV Inmates**

by Vicki Sanderford, Parole Agent, California Department of Corrections

Walter Theal is a "Dead Head." He started sniffing solvents and listening to the Grateful Dead at age ten. A year later he tried marijuana and made it a daily routine. At age 12 he started attending Grateful Dead concerts and LSD became his drug of choice. Over the next 25 years, he attended Dead concerts around the nation and sometimes dabbled in cocaine and speed, but he always went back to his favorite day-glo LSD. Acid remained his staple even though he and some friends once took a mega-dose and Walter woke up in a Tucson, Arizona psychiatric unit with no recollection of his past three months of desert existence. At age 34 Walter tested positive for Human Immunodeficiency Virus (HIV) during a stay in the California Department of Corrections.

## **High Parole Revocation Rates For HIV**

Walter was released from the California Medical Facility at Vacaville in 1990. Discharge planning for inmates like Walter has depended on overworked institution staff with limited resources and usually hundreds of miles from the community of release for the inmate. At the time, it was estimated that five out of ten parolees like Walter with HIV, claimed they purposefully committed another crime to return to prison to receive the medical care and support services they were unable to access in the community. The revocation rate of the offenders with HIV in 1995 was reported to be 76 percent, 12 percent above the average.

In 1991, the Parole and Community Services Division, together with Health

Care Services and community-based organizations developed a program called the Transitional Case Management Program (TCMP) to address this problem. The TCMP established a team consisting of a registered nurse as case manager, a social worker and a benefits counselor. The team aids institutions with discharge planning and connects parolees with medical and social services in the community. Parolees are transferred to case managers in the community upon release.

## **Program Goals**

The goals of the TCMP are to: 1) reduce the risk of transmission of HIV, Tuberculosis and Hepatitis B through appropriate healthcare, education, counseling and treatment for associated diseases such as substance abuse; and 2) reduce the recidivism rate of this population by linking them to community medical services and support.

## **Recidivism Reduced 20 Percent**

In 1995, our Research Branch complete a formal evaluation and concluded that the program lowered the rate of HIV parolees returning to prison by nearly 20 percent. The consequent savings in prison costs substantially exceeded the cost of the program. The program is not only effective in saving the taxpayers' money, but it also provides a continuum of services from institutions through parole, enabling persons like Walter to successfully re-integrate into the community.

Meeting the goals of the program is a constant challenge. Inmates with HIV have the same characteristics as other

inmates including extensive arrest records and multiple incarcerations. However, most are also dual or triple-diagnosed with long histories of substance abuse and mental illness. Combined with the medical complications of their HIV disease, these inmates' needs are complex and numerous. The transition into the community is stressful, causing many who do not have strong coping abilities or support systems to fail.

## **Contracts for Community Services**

To effectively address the extensive needs of these individuals, the Parole Division contracts for the services of two transitional case management teams. Tarzana Treatment Center provides services to clients paroled to Southern California, and Volunteers of America provides services to inmates paroled to Northern California. The Parole and Community Services Division provides the guidelines for the program with minimum standards of practice for transitional case management. Every participant in the program receives a minimum level of service which is outlined in the contract with the provider and detailed below. Each case is different and each county of release provides different services.

The teams are required to:

- meet with identified inmates in the institution 90 days before parole;
- perform comprehensive medical and psychosocial assessments on each individual;
- develop a service plan based on the needs identified and link the client with HIV/AIDS resources in the community; and

- provide for the transition until the client is linked with a long-term HIV/AIDS case manager at a community-based agency.

### Services Required

The teams must use existing community resources. At a minimum, the team must attempt to link the individual with:

- medical/dental care and TB program;
- a medication program and AIDS drugs;
- home health/attendant care and hospice;
- substance abuse counseling;
- TB programs;
- psychosocial support; and
- housing, food and transportation.

It is important that each team be involved with community planning bodies to identify and address service gaps and work collaboratively with agencies to address these areas. Parole supplements community resources by providing bus tokens, food vouchers and housing stipends. However, the amount of money is limited and only begins to address the clients' needs.

### Works Closely with the Parole Agent

The teams are required to work closely with the parole agent for their safety and other reasons. Good communication helps avoid mistakes. For example, the team could spend an inordinate amount of time finding a residential placement only to discover that the placement location is prohibited by a condition of parole. Arrest and conviction histories such as arson or sex offenses will make a significant difference in program placement. Other case factors such as a history of violence is important information for staff and for public safety.

### State Transportation Provided

The Department of Corrections provides the teams with a state owned

car to transport parolees to programs or medical services. This transportation arrangement is one of the most successful elements of this program. Roland Souza, Social Worker and Team Leader at the Tarzana Treatment Center, explains that having a car available during a "golden window of opportunity" is critical. When a parolee, for example, finally decides he or she is ready to enter a residential substance abuse treatment center, the ability to transport quickly often makes the difference in the outcome of the case.

### Two Case Examples

The case of Diane is typical of this scenario. Diane tearfully confided to the TCMT Social Worker that she had been sexually molested by her stepfather when she was ten years old. Upon reporting this to her mother a few years later, she was accused of trying to "break up the family" and sent to live with another family member. There she soon slipped into drugs and crime and eventually ended up living on the street. Near the end of her fourth prison term Diane was evaluated by the TCMP. They referred her to outpatient substance abuse treatment, an HIV medical clinic, case management, mental health counseling and an HIV support group for women near her home in Long Beach.

### Backsliding

Immediately after release, Diane returned to drug use, but she managed to contact the team within a few days for help. The team helped her to enter a residential program where she stayed for six weeks. In subsequent interventions with her, the team continued to emphasize the importance of addressing all of the identified needs and accessing the appropriate services. Despite some backsliding, she is currently within three months of successfully completing parole.

Among the many challenges inherent in implementing a program of this nature, access to necessary medical

care and support services in the community is essential. Funding sources for HIV services are shrinking, and competition increases as the epidemic grows. Consequently, access to services is becoming more difficult.

### Health Often Neglected in Day-To-Day Survival

Trying to acquire the basics for survival, such as food, shelter and clothing, is often such a struggle for some program participants that health issues become secondary. There is a significant lack of options for a safe, secure living environment for HIV positive parolees. In most cases, these individuals will return to the same drug-infested, crime-laden neighborhoods where they lived prior to their incarceration. In spite of these obstacles, the diagnosis of HIV seems to be the "wake-up call" allowing some individuals like Carl Stevens to turn their lives around.

Carl started getting into trouble very young. He skipped school for three months when he was eight years old and got introduced to juvenile hall. His mother died when he was 13. She had been pregnant 14 times and birthed 11. Carl's father stayed employed but could not handle all the children alone. Carl remembers that his first taste of alcohol came at age six as he started sipping foam from the top of his father's beers.

### Living in a Garage Like an Animal

In time, Carl developed a hard-core cocaine habit that eventually required three to four hundred dollars of crack per day. He frequently mixed it with heroin. "It got so bad at the end, I would do anything. I was taking bottles of 'Nyquil' and drinking them on top of heroin," he tells the group of HIV positive parolees who meet once a week in Oakland. Jim Wolfe, the Northern California TCMP counselor, facilitated the meeting as Carl explained, "I was living like an animal in my brother's ga-



rage. They had put me out there 'cause I wasn't taking baths or cleaning my clothes or nothin'. I was already HIV positive and always having nightmares. After a while, I just accepted that I really was that trashy kind of person and I had just gave up."

### **Eight Prison Terms**

When Carl met the team he had already served eight terms in California, Texas and Washington state prisons for burglary, receiving stolen property, assault and drug possession. He can remember every institution and says, "Except for a couple of years when I was married, I was usually never out of prison longer than nine months." But several months ago the Northern California HIV parolees group celebrated Carl's discharge from parole with a cake that read, "H-60935 RETIRED."

### **Afraid of Dying in San Quentin**

Carl now has an apartment, financial assistance from Social Security Income

and refuses all drugs including caffeine. He is pleased with the help he received from the team but credits God with saving his life. "I was afraid of dying in prison. I knew if I surrendered my heart to God, He'd help me. He got me arrested and thrown into San Quentin and I said, 'Thank You, Jesus'." Carl found his own spiritual way through recovery, and it works for him. Almost daily, he is involved with the church, attending prayer services, Sunday school, Bible study, choir and other functions. When asked about the changes he has made, Carl says he believes in mysterious ways, "Before I ever asked God for help, nobody ever came to me in prison when I got ready for parole to ask me if I needed any assistance. This time the TCMP people were there. Now you tell me how that happened."

Since the program began, the parole staff have become more sophisticated in addressing the needs of the inmate/parolee living with HIV. The Parole

Division's Health Service Coordinator now serves as an advisor to California's Department of Health Services, Office

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**Funding sources for HIV services are shrinking, and competition increases as the epidemic grows. Consequently, access to services is becoming more difficult.**

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of AIDS, HIV Comprehensive Care Working Group. Through this involvement, parole staff have an opportunity to advocate for services for this population at the funding source. CDC is working in collaboration with the University of San Francisco and the Marin AIDS project to study the impact of AIDS education on HIV risk-reduction behavior on this population. In addition, the P&CSD is planning for statewide program expansion. Our vision<sup>9</sup> is to provide transitional services to all HIV inmates and parolees. □

## ***Attention Group Facilitators and Trainers***

*American Probation and Parole Association will offer Skills and Methods for Replicating:*

**Developing a Collaborative and Comprehensive Plan to Provide Effective Substance Abuse Services for Juvenile Offenders**

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\* Date subject to change

# APPA Launches Two New Membership Categories: Educational Institution Memberships and Library Subscriptions

Twenty-three years ago the American Probation and Parole Association (APPA) was organized to serve the needs of individuals involved in probation, parole and community corrections. Since that time, several membership categories have been added to expand the focus of the organization including agency, affiliate, and corporate. Agency memberships were made available to any local, county, state, federal, provincial or private organization that operates community corrections programs. State, regional or national organizations whose membership includes individuals directly involved with the practice of probation, parole, or community-based corrections can now join APPA as an affiliate member. The most recent addition was the corporate membership category for corporations with an interest in the field of probation, parole, and community corrections.

**In order to involve the academic community in the activities of APPA, the Board of Directors approved two new membership categories at its 21st Annual Institute held in Chicago.**

In order to involve the academic community in the activities of APPA, the Board of Directors approved two new membership categories at its 21st Annual Institute held in Chicago. An **educational institution** membership was approved to serve the needs of educational institutions engaged in studying or furthering professional academic practices in probation, parole and community corrections. Educational institutions provide a valuable service to the profession in the preparation of future probation,

parole and community corrections professionals. A **library subscription** to *Perspectives* was approved to provide an opportunity for any library to keep its patrons, current and future probation, parole and community corrections professionals, informed about the latest developments in their chosen career.

## Educational Institution Membership

Educational Institution membership is available to any academy, school, college, university, or other educational institution engaged in studying or furthering professional academic practices but not actively involved in providing probation and parole services. By obtaining an educational institution membership in APPA, a department will expose its faculty and students to the latest information in the field of community-based corrections, as well as, cultivate another opportunity to disseminate the results of its research. Faculty and students of educational institution members will be eligible to attend and participate in APPA's two annual training institutes and other special training seminars at the reduced member rate. Each educational institution member will receive five copies of APPA's quarterly publication, *Perspectives*. An educational institution membership will be beneficial to both APPA and the college/university.

## Library Subscriptions

Library subscriptions to *Perspectives* are available to libraries that maintain professional journals for researchers, educators, and the general public interested in the criminal justice profession. A library subscription to *Perspectives* is an opportunity for any library to keep its patrons informed about the

latest developments in the criminal justice system, particularly probation, parole, and community corrections. As you know, articles published in *Perspectives* are written by some of the leading academicians, as well as, nationally recognized professionals in the field of criminal justice. *Perspectives* is a valuable resource for any library that serves individuals preparing for or directly involved in the criminal justice profession, including students engaged in the study of community corrections. With a library subscription, a library will receive two copies of *Perspectives* to share with its patrons.

## Challenge to APPA Members

It is now the responsibility of each APPA member to spread the word about the two membership types. Over 96% of all APPA members are college graduates. Take a few minutes and write a letter to a special faculty member and encourage them to join the only professional organization devoted solely to serving individuals involved in probation, parole and community corrections. Encourage them to become involved in APPA by submitting articles to *Perspectives*, attending and presenting at APPA Institutes and involving their students in APPA activities. Tell them about the quality articles that are published in *Perspectives*. Working together we can strengthen APPA by involving the academic community and future probation, parole, and community corrections professional in the activities of our organization.

If you have questions about the new categories of membership or you would like membership brochures to include with your letter, please contact APPA at: PO Box 11910, Lexington, KY 40578-1910, call (606) 244-8207, or email at [appa@csg.org](mailto:appa@csg.org). □