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# PERSPECTIVES

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## **Criminal Justice Partnerships: Gearing Up for Safe Futures**



# PRESIDENT'S MESSAGE

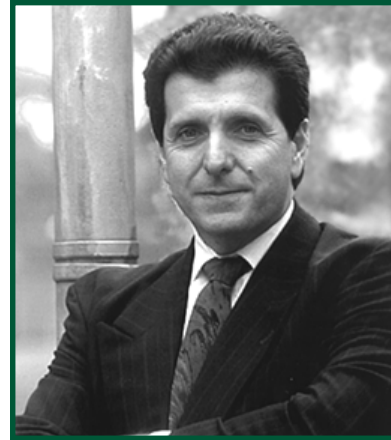
Let me begin my first message to you by expressing our collective sincere appreciation to the local hosts, co-sponsors, program committee, and APPA secretariat for making the APPA 22nd Annual Training Institute recently held in Boston so successful. For me, our Institutes signify our proudest moments. Moreover, they are examples of the tenacity and vision of parole and probation officers across the nation and Canada.

Words can not adequately express the deep feeling of gratitude that I have for APPA. For the past 12 years I have watched the organization shape and re-shape our profession. At the same time I have, sometimes unwittingly, experienced tremendous personal growth as a direct result of my involvement in APPA. To sit here now and write to you as president of an organization that leads the pack and never loses its compassion for individuals is somewhat unbelievable to me. Nevertheless, here I am and I look forward to building on our past accomplishments in order to achieve even greater things in the future.

A primary focus over the next two years should be to continue to position parole, probation, and community corrections as viable, if not essential, criminal justice programs. Our work covers a broad spectrum of criminal justice interests: the need for prevention of crime; the need to intervene effectively in order to change anti-social behavior to pro-social behavior; and the need to facilitate the re-incarceration of dangerous criminals.

At the same time that we are positioning the profession for increased involvement in addressing the crime problem, we need to re-define the terms of the debate regarding strategies for crime reduction. Thinking in terms of addressing crime and criminals as part of a community will assist in this endeavor. We have long known that long-lasting solutions to crime must emanate from and be sustained by the community. Recent developments in community oriented policing and community justice initiatives such as those taking place in Iowa and Arizona under the leadership of our esteemed colleagues, Gary Hinzman and Norm Helber, respectively, speak to the power of the community in effectively addressing crime. Such initiatives also point the way for community corrections professionals to become part of the community justice process.

I look forward to joining with you as we move towards the 21st century and take center stage as catalysts for justice programs that address crime reduction and respect the needs of victims.



**Mario A. Paparozzi**

*Mario A. Paparozzi*

# EDITOR'S NOTES

Let's face it—the public image of probation and parole is not nearly what we would like it to be. Recent polling, conducted on both a national level by Tim Flanagan and colleagues at Sam Houston State University and at a state level by a private non-profit organization in Massachusetts, reached nearly identical results. Simply stated, the public does not have confidence that community corrections is meeting their expectations.

Law enforcement enjoys a much more positive image. Citizens generally give the police high marks for achieving their mission and being responsible to public concerns. Surely, part of the disparity between polling data on police as compared to probation and parole is endemic to our different functions. As the saying goes, they arrest 'em and we let 'em go!

Some of the disparity is not inevitable. We could infer that the police draw more public support because they are dramatically more visible to the community in the doing of their work and because the fruits of their efforts are more widely publicized. We can learn something from them.

This edition of *Perspectives* features two articles describing collaborative efforts between probation and parole and local police in two Virginia jurisdictions. By partnering with law enforcement, from sharing information and intelligence to joint field operations, community corrections has increased its own effectiveness while visibly contributing to the maintenance of public safety in the targeted areas. This collaboration has occurred without either side losing its identity or blurring its mission. Joining forces has worked for each side and most of all, for the community.

Partnerships between law enforcement and probation/parole agencies are a growing industry nationally, according to Rick Faulkner of the National Institute of Corrections, who has championed the development of these alliances, many of which were showcased at APPA's 22<sup>nd</sup> Annual Training Institute in Boston. As these partnerships bring peace to more neighborhoods, probation and parole may earn a further dividend in improved public stature.

We invite our readers to submit articles describing new approaches that feature unconventional partnerships, particularly where they may have brought new-found credibility to probation and parole. The public needs some convincing and some reassurance, which they would welcome as much as we would welcome their growing support.



**Ronald P. Corbett Jr.**

## Editorial Committee

**Ronald P. Corbett Jr.**

Deputy Commissioner  
The Commonwealth of Massachusetts  
Office of the Commissioner of Probation  
One Ashburton Place  
Boston, MA 02108-1612  
(617) 727-5348

**Dan Richard Beto**

Director  
Correctional Management Institute of Texas  
Criminal Justice Center  
Sam Houston State University  
Huntsville, TX 77341-2296  
(409) 435-2454

**Arthur J. Lurigio**

Dept. of Criminal Justice  
Loyola University of Chicago  
820 N. Michigan Ave.  
Chicago, IL 60611  
(312) 915-7564

**Faye S. Taxman**

Faculty Research Associate  
Dept. of Criminology & Criminal Justice  
Room 2220, LeFrak Hall  
University of Maryland  
College Park, MD 20742-8235  
(301) 405-4781

# 1997 ELECTION RESULTS

## Executive Committee

APPA faced unusual circumstances during the 1997 elections. During this election, members were asked to vote for both a President and President-Elect since the previous President-Elect was unable to fulfill her term as President. Two Regional At-Large Representatives and one Affiliate At-Large Representative were also elected by the APPA Board of Directors to serve on the Executive Committee for a one year term. The Regional At-Large Representatives are Andrew Molloy, Special Programs Manager, Dept. of Corrections, Richmond, VA; and Dimitria D. Pope, Executive Assistant to the Executive Director, Texas Dept. of Criminal Justice, Austin, TX. Donald G. Evans, Canadian Training Institute, Toronto, Canada will serve as the Affiliate At-Large Representative. Newly elected Regional Representatives will serve on the APPA Board of Directors for a six year term.

Look for comments from the newly elected Executive Committee members and At-Large Representatives in the Winter 1998 issue of *Perspectives*.



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Mario Paparozzi  
Assistant Commissioner  
Department of  
Corrections  
Division of Pardons and  
Community Programs  
Trenton, NJ



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Director, Field  
Operations  
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Research, Evaluation  
and Dev. Unit  
Texas Department  
of Criminal Justice  
Austin, TX

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Director, Vancouver Island Parole  
Correctional Service of Canada  
Victoria, British Columbia

Al Pottier  
Community Corrections Administrator  
Nova Scotia Dept. of Justice  
Halifax, Nova Scotia

# MailBox

*Dear Editor:*

Like most officers new to the field of community supervision (probation), I entered the field expecting many challenges and great diversity in my job description. Well, I couldn't have picked a more suitable profession...

During my first years as an officer, I learned all the necessities of case supervision. Scheduling appointments, court appearances, referrals—all of these were just part of the drill. I learned that most referrals were based, first, upon the type of offense for which the defendant was on probation and then, based upon needs as discovered by the supervising officer. Basically, DWI offenders were referred to alcohol classes, drug offenders were referred to counseling and burglars were monitored for restitution payments. If a burglar happened to be an addict, the officer might refer him to counseling. For the most part, this continues to hold true.

Recently, I have taken over the supervision of a specialized substance abuse caseload. For me, a specialized caseload of any type was always at the top of my professional wish list. I thought that since I'd be supervising a maximum of 40 offenders instead of my usual 200, I'd be able to get to know them better, thus bringing about more quality supervision. And, best of all, all the offenders would have similar problems since they were all substance abusers.

My "great idea" about similar problems in offenders turned out to be a total misconception. Although we, as line officers, claim to realize the individuality of each client we serve, we must also realize that we are now handling increased numbers of a different type of offender. This type of offender comes to us in the usual manner, as a substance abuser or a burglar, and is usually categorized as such for supervision purposes. However, it does not usually take very long for a supervision officer to realize that an increasing number of these people suffer from some type of mental illness or instability.

All of my clients have some type of substance abuse problem. Most of them are not even remotely similar. My job description has changed from that of a supervision officer (the old tail 'em, nail 'em, jail 'em philosophy) to more of a mental health caseworker. My job still entails seeing that my clients adhere to their court-imposed rules of supervision, but it also entails ensuring that they take their medication, make regular appointments at the Mental Health Clinic, get their food stamps or whatever type

of government assistance to which they are entitled, and take care of their personal hygiene. Believe me, these are a far cry from the referrals I was used to making.

While it is quite evident that this close monitoring of mentally unstable offenders is necessary, it is seldom funded—at least not to the degree that it should be. At this time, the Texas Legislature is reviewing a bill which could require Community Supervision and Corrections Departments (CSCDs) to provide even more programming for the mentally ill as well as seek outside funding for these programs. Basically, CSCDs could be placed in the same category as Mental Health providers through the passage of this legislation.

Based upon conversations with many of my co-workers, I am not alone in my thoughts about the mentally ill offender. We are all receiving

new cases that probably should have been mental health commitments rather than community supervision placements. These types of individuals have always been present in the world of community supervision, but not in the numbers that they are at this time. Learning how to effectively supervise these offenders based upon their individual skill level, abilities and prior criminal history is a challenge all supervision officers will have to face.

Now all of us in the field must look at our cases not only more closely but from a different angle as well. Instead of asking, "Why does that offender refuse to comply?" we may need to ask ourselves, "Is that offender capable of complying?"

*Roxane Mareh  
23<sup>rd</sup> Judicial District CSCD  
Wharton, Texas*



## Preparing Our Children for the Challenges of the New Century

If the California Department of Corrections wants to build more prisons, then why not require them to have bake sales to insure adequate funding for classrooms, music instruments, athletic equipment, computers and fresh paint?

To fund essentials many school districts must hold fundraising events or ask voters to pass a special tax. Recently, a North Monterey County School District placed Measure A on the June ballot to ask voters to approve a \$20 per year tax to fund athletic and music programs. It subsequently failed to pass.

The question is this: Should we make a commitment, develop strategies and plan to allocate resources that will prepare our youth for the next century?

Recently, we changed public welfare policy to underscore the importance of work. Is it time to now shift funding from prisons to higher education?

In 1982, 12 California prisons existed which represented two percent of the state budget. By 1997, state prisons mushroomed to 32 with six more planned. The 1996/1997 corrections budget is eight percent of the state budget and represents the largest prison building program in the country. One of every four state employees currently works in corrections. In 1990, one of every six worked in corrections.

In contrast, the building of institutions of higher learning in California is rare. Of the 71 community college districts in California, only three new campuses were built in the 1980's and none in the 1990's. There are 21 California State University campuses and none were built in the 1980's or 1990's. The nine University of California campuses pre-date 1982.

Since 1986, California voters passed four general obligation bonds for prison construction. Proposition 54 in 1986 (\$500 million) and in 1988 taxpayers passed propositions 80 (\$517 million) and 86 (\$500 million). In 1990, California voters past their last prison bond that was proposition 120 for \$450 million.

To satisfy this insatiable appetite for prisons, the legislature raided the state's general fund, devastated county coffers and mortgaged future generations with lease revenue bonds. Their actions have gutted libraries, schools, parks,

highways and other important services.

Building and maintaining prisons is very expensive. As an example, Salinas Valley State Prison houses 4,167 inmates and cost \$236 million to build. Each inmate costs \$21,509 per year. The annual budget for Salinas Valley Prison is approximately \$89 million.

In contrast to the above expenditures, Hartnell College can educate 7,500 students for \$24 million per year. The high cost of corrections results in a funding dilemma for other services such as schools, sports and music programs. However, underwriting any program must be linked with effectiveness. Education, prison building and welfare reform should be subject to strict analysis.

In this regard, in 1990 the Blue Ribbon Commission said, "The criminal justice system in California is out of balance and will remain so unless the entire state and local criminal justice system is addressed from prevention through discharge."

Changing our priorities is an essential but formidable task. Change requires debate, cooperation and revision. To allow room for different priorities and for funds to flow to more productive areas, a new paradigm shift in thinking is required. The key is unselfish behavior, self analysis, dispensing with political

rhetoric, relinquishing power, risk taking and simultaneous long-term planning and coordination on local, state and national levels. Moreover, we must remain vigilant of the many powerful groups who have vested interests in status quo.

If we designated a new system today, would we build the largest prison system in American? Probably not. I suggest we follow the lead of past political leaders who developed a strategy featuring commitment to future generations opposed to planning their next election. We must adopt a philosophy that embraces prevention and rejects expensive, after-the-fact, ideology.

You are the judge. Which generation of legislators has the most credibility? Those elected since 1982, who built 26 new prisons and three modest colleges or the pre-1982, law makers who built a total of 12 prisons, 98 colleges, the California aqueduct and then positioned the state as the seventh largest economy in the world? Who do you believe best prepared our children to accept the challenges of the new century? □

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*Carl Cieslikowski has a M.S. in Criminal Justice Administration with 25 years experience in a justice system agency. He is currently a governing board member of Hartnell College.*

### Request for Site Proposals

#### Bids are Open for the APPA Annual and Winter Training Institutes

Applications to host the APPA Winter Institute 2000 and 2001 and for the 2002 Annual Institute are now being accepted. Completed applications to host these Institutes must be received by November 21, 1997, in order to be considered. The APPA Board of Directors will select these sites at the meeting in Orlando, Florida, January 4, 1998.

Any board member, affiliate group or state agency wishing to request consideration of a particular city for these Institutes must complete an application. In order to be considered by the board of directors, completed applications must be received by APPA no later than November 21, 1997. Further information and applications may be obtained from:

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

BY CARL CIESLIKOWSKI

## Bridging Occasions

The Office of Justice Programs has recently released copies of a Congressionally mandated review of effective prevention programs. Entitled "Preventing Crime: What Works, What Doesn't, and What's Promising," the report analyzes the findings from approximately 500 impact evaluations of local programs ranging in topics from early childhood intervention to imprisonment. The report's authors are senior faculty at the University of Maryland's Department of Criminology and Criminal Justice. I recommend the report to the entire community corrections community. It is available through the National Criminal Justice Reference Service at cost. This column will explain why community corrections professionals should read this report.

The report adopts an extremely broad definition of "prevention," one that roughly equates to all of crime control. Readers can, therefore, find sections of the report highly relevant even if they don't consider themselves to be mainstream prevention practitioners. Having said that, I will now focus on the mainstream prevention elements of the report and what it has to do with probation and parole.

The authors define "what works" as programs that (1) effect reductions in crime with emphasis on youth violence, (2) effect reductions in risk factors for juvenile violence, or (3) produce increases in protective factors against crime and delinquency. Within this definition, the reviewers found that a number of things actually work. Among the programs that have been evaluated as effective in one or more settings were juvenile jobs placements, mentoring efforts, behavioral programs that taught rule-setting and compliance through families and teachers, and parenting skills efforts. Programs that were more structured (clear behavioral or skills objectives) or multi-modal in design (emphasized several different but consistent intervention goals) seemed to perform better than general counseling (informational, fear arousal, moral appeal) or single purpose programs. Most importantly, the report points out that many criminal justice interventions—including intensive supervised probation, home confinement and urine testing—have not been very successful when operated in isolation of other, more positive programming.

Criminal justice professionals should take two

important messages from the Maryland review. One message is that people, offenders or otherwise, consider lots of factors when deciding on a course of action; so, programs that address several risk and protective factors concurrently are more likely to be effective. This notion pertains to individual level programs and to interventions targeting the community at large. The second message is that there are distinct limits to what the criminal justice system can accomplish working in isolation and working to meet narrowly defined criminal justice objectives.

What, then, can community corrections professionals, especially those in juvenile settings, do differently?

We need to explicitly recognize the many forces operating in the community and try to address them within mainstream probation and parole functions. What I mean by this is that corrections officers should build or reinforce family attachments, work ethic, drug abstinence and other community norms during the conduct of everyday corrections business.

Officers need to develop multi-modal intellectuality. Huh? Criminal justice interests, defined by compliance and deterrence, are valuable but their pursuit can't occur in a vacuum. When officer meets client, we use coercion to influence changes in behavior but mostly in the form of "don'ts." Don't do drugs, don't miss appointments and don't commit crimes. Meetings with clients enable us to reinforce these don'ts. They also open opportunities to encourage certain do's.

After reading the entire Maryland report, one can easily be persuaded that there are more important milestones for offenders than the next meeting with a probation officer. Getting a job. Going to drug treatment. Supporting children and other loved ones. A permanent success with any one of these events outweighs a year of urine samples.

The question I pose is whether community corrections can act beyond its traditional processes to make positive life outcomes a little more likely. Every client contact is a bridge to these outcomes. Corrections policy of the last decade asks probation or parole officers to function as tollgate keepers—to wait at one end of the bridge for the client to arrive and pass through. If he does, fine. If he doesn't make it over the

bridge, revoke him. Could community corrections officers act instead as bridge escorts—to cross to the other side of the bridge and bring the client over? Instead of asking whether a client is employed, let's take active steps to get and keep him employed. Instead of asking about family, let's meet with family members as part of any client contact. Find out whether they're part of the solution or part of the problem. Their attitudes and actions will have more influence on long range outcomes than any training program.

Multi-modal thinking is especially important in the juvenile corrections arena because youths are still forming their long term beliefs and habits and because a wider range of intervention options are available. Juvenile officers should consider themselves in continual diagnostic mode, asking themselves whether each client is adding to or subtracting from his risk and protective inventories, and asking what he or she as an officer can do to involve parents and siblings, to promote more positive peer groups and to improve academic performance. These questions will become even more important if trends toward earlier interventions with youthful offenders continue.

Finally, let's consider community. At the simplest level, we need to know who offenders are associating with—good guys or bad. Are they welcome members of their communities or are they treated with suspicion and rejection? Is suspicion justified? What can officers do to reduce suspicion? Does the client feel he should be accepted by the community? Does restorative justice—in the form of non-degrading community volunteer work—offer a way to foster acceptance?

Like today's police, let's acknowledge the limits of formal justice. Let's recognize the value of work, family and community in producing healthy citizens and a safe society. But let's not think it's somebody else's responsibility.

To obtain your copy of this report, please contact the National Criminal Justice Reference Service at 1-800-851-3420 and refer to number NCJ165366. □

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*Ed Zedlewski is with the National Institute of Justice in Washington, DC.*

BY EDWIN ZEDLEWSKI

## Safer Communities: Results-Oriented Strategies

The National Institute of Corrections (NIC) continues to promote and support efforts at assisting agencies' move toward more results oriented strategies. The emphasis is on the kinds of results that benefits the community in terms of public safety. Statistics showing dramatic decreases in crime throughout our nation can be attributed to a number of factors including better policing methods that are aimed at problem solving. These community-oriented/focused strategies depend on community engagement and collaboration — collaboration with the community and among justice and social service agencies.

As these community-oriented policing principles spread to other components of the justice system, it is imperative that community corrections also become community-oriented, not merely community-based. The community must, therefore, become not only the place in which offenders are supervised, but the focus of the ultimate benefit of our work.

NIC has worked to articulate and promote the concepts of community justice, restorative justice and limited risk management as results-oriented strategic frameworks for service delivery. The ultimate aim is safer communities. It is up to each agency to develop a strategic means of achieving the ultimate end. In the future, NIC hopes to do more work in helping agencies decide which strategy or strategies fit their individual needs.

In the meantime, NIC has promoted the emerging justice concepts through publications, workshops and through the following networks of community corrections professionals that we sponsor:

- **Executives Of State Probation And Parole** - This is a group of 20 state CEO's that administer probation & parole services for an entire state system.
- **Executives Of State Probation** - This is a smaller group of CEO's that administer probation services for an entire state system.
- **Urban Chiefs Network** - This includes chief probation officers of 13 major cities/counties that provide probation services under local jurisdiction.
- **Capacity Building Network** - This is a group of 16 state administrators that have over-

sight responsibilities for local community corrections.

- **Parole Chairs** - This group is comprised of chairpersons of parole boards or commissions from all of the states, territorial regions and the federal government.

- **National Coalition Of Community Corrections Associations** - This group is comprised of the presidents of the major professional as-

sociations that serve the community corrections profession.

NIC will continue to work with agencies in planning to implement innovative strategies that will assure that community corrections is perceived as a vital component in solving crime-related problems. □

*Ed Barajas is the Correctional Program Specialist for the National Institute of Corrections in Washington, DC.*



# FOCUS ON AFFILIATES

## Culture, Crime, And Corrections

"Only two things are for certain in the world — 'death and taxes.'" Whenever we hear that phrase, we chuckle and nod our heads in philosophical agreement, knowing that in real life there are certainly more truisms than those two from which we cannot escape. We accept death and taxes and go on about our lives, fearing neither. Another cliché describes "the oldest profession in the world," producing another chuckle, another nod. Realistically, however, that last phrase, referring to prostitution, acknowledges another truism, crime, and perhaps the very roots of our industry. From the first criminal actions attributed to humankind, we find the call for its cessation, then the question as to the disposition of the culprit. The answer to that question has been elusive for centuries. Law enforcement, the judiciary, and corrections — if we save the accuracy of the "oldest" profession — certainly round out the top four professions! Lawyers, thankfully, didn't come around until much later, when mankind's laws became so complicated that mankind was no longer able to understand what mankind wanted to say!

Actually, crime and punishment can be traced back to pre-civilization, as anthropologists have for decades studied the behavioral traits of group animals and noted ritualistic interactions within various groups. Group animal behavior is often controlled by an identifiable hierarchy and functions by definable rules. Among the rules of maintaining group order are punishments for those who break the rules. In the animal world, that may mean banishment from the herd, denial of food or death. Occasionally, an offending animal may be able to regain status in the group if he or she could demonstrate acceptable behaviors. Although, civilization had nothing to do with the development of the instinct to seek protection from offending behavior, our "civilized" forms of punishment have been as varied as the changing moods of the government, with "swift and harsh" being consistent norms.

Until John Augustus suggested that he be given an opportunity to assist an offender change his anti-social behaviors without going

to jail, correctional options were rather simple: jailing, lopping off a body part or two, the infliction of pain, or execution. Out of the human compassion of John Augustus was the creation of probation, and eventually, the complex industry of community corrections.

Virginia corrections can probably be traced back to the 1600s and the building of the *gaol* in Williamsburg, then the capitol. From that first jail, through the establishment of American independence, the creation of the Constitution, the building of prisons, and the eventual development of parole and probation, corrections has traditionally been dominated by the *penal institution*. Community corrections in Virginia, in the form of probation

*Until John Augustus suggested that he be given an opportunity to assist an offender change his anti-social behaviors without going to jail, correctional options were rather simple: jailing, lopping off a body part or two, the infliction of pain, or execution.*

and parole, began in 1942 and maintained the same philosophy for over forty years. As with most correctional theory throughout the country, we had simple options — *toe the line or go to jail*.

During the seventies, with much of the country in an economic slump, public concerns turned toward the problems of crime and punishment. Prisons became the target of much criticism over the escalating costs of incarceration, with prison overcrowding threatening to send the costs even higher. Budget-makers began to look at probation and parole as viable alternatives for both cost reduction and prison overcrowding, unfortunately viewing community corrections as being "cost-saving" rather than "cost effective."

The increased violence of the eighties saw more concern from the public for their safety rather than "programs" that were perceived to be ineffective deterrents to crime. Walking the streets without fear and personal security were on the minds of many citizens who were seeing too many crimes, too much violence, too many drugs on the street, and too many murders! Voters made their voices heard at the ballot box, voting for politicians whom they felt would keep campaign promises to "get tough" on crime. The message was sent loud and clear. Do something about crime, and do it now!

The escalating costs of incarceration remained a constant obstacle for politicians trying to balance a "tough on crime" platform with economic stability, challenging some campaign promises to "lock 'em up and throw away the key." A balanced approach could be found in utilizing community corrections for its intended purpose, that of providing effective intervention to offenders who could safely be maintained in a community environment.

Slowly, the thoughts of probation and parole swung from "cost-savings" to "cost effective" and gave Virginia the mission to develop a comprehensive plan for community corrections. Beginning in 1985, Virginia began to identify offenders with special needs or higher risks and place those criminals under a higher degree of scrutiny through the intensive supervision program, followed by home electronic monitoring, boot camps, and day reporting centers, each designed for offenders with certain risks and needs. Correctional sanctions were coupled with the implementation of learning programs tailored to the needs of various offenders. Funding became available for contracts with local and private service providers to offer treatment to substance abusers, sex offenders, female offender, and those in need of just learning how to live in a crime-free environment.

In 1993, the Republican candidate (for Governor) in Virginia, George F. Allen, the namesake son of the legendary Washington Redskins football coach, ran on a platform of "no parole." Parole, if Allen was elected, would be abolished in Virginia. Violent offenders, he

BY RICHARD MAY

promised, would serve longer sentences. On January 1, 1995, less than a year after taking office, George Allen's promise became law. Virginia corrections turned in a new and totally different direction. Under the leadership of a new director, Ron Angelone, Virginia's get tough policies and no parole thrust community corrections into the forefront. Virginia's success in operating a parole-free corrections program would be based on the success of community corrections.

No longer at the end of the line for funding, Virginia community corrections was entering into a new era. Governor Allen's no-parole package included the creation of new sentencing policies, with particular toughness directed to violent offenders. Also created were detention and diversion centers, increasing community corrections options. Clearly, Virginia's community corrections programs had established a firm base on which "no-parole" could succeed.

To accomplish the task of building a successful community corrections program, requires a number of ingredients, among the more important being the *commitment* to build a solid, effective program, and the *professionalism* of the people who would make that

program succeed. The Virginia Probation and Parole Association was founded in 1974 as an association whose motto is "service through professionalism." Throughout its twenty-three year history the Association has occasionally found itself at odds with the department, with both sides often working towards the same goal from opposite directions. As an Association rather than a union, and not having the right to strike, what accomplishments that were achieved required the support and cooperation of the department. Now more than ever, it is incumbent upon both the Virginia Department of Corrections and the Virginia Probation and Parole Association to continue working together in a partnership of professionalism.

In 1984, responding to officer's needs for additional training, the Association held its first training conference at the Academy for Staff Development in Waynesboro, Virginia. Since 1987, when the attendance at our annual event burst the seams at the Academy, we have hosted conferences at cities around Virginia, maintaining the thought that quality education is dramatically enhanced when the quality of fellowship is of a commensurate level. Each of our conferences strives to prepare a quality

curriculum with a balance of social interaction that affords each of our members an opportunity to gather with old friends and meet new ones. Those who attend conferences on a regular basis, either at the local, state, or national level, will agree that friendships made after the workshops is as important as the training itself. That philosophy, shared by the APPA at their Institutes, will be evident in 1998 at APPA's 23rd Annual Institute in Norfolk, Virginia.

The 1998 Institute, August 30 - September 3, promises excitement and adventure in the historic Virginia seaport of Norfolk. The Norfolk Marriott/Waterside Convention Center will host the Institute on the shores of the Elizabeth River amidst the tranquillity of Town Point Park and adjacent to the Waterside Festival Marketplace. Family attractions abound in Virginia, from the Atlantic Ocean to the Blue Ridge Mountains. Be sure your plans for 1998 include the APPA Annual Institute and an adventure in Virginia hospitality! □

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*Richard May is the President of the Virginia Probation and Parole Association in Norfolk, Virginia.*

### Probation Software Posting

The Municipal Court of Seattle's Probation Department is seeking to acquire a comprehensive probation case management software system. The Probation Department has 50 counselors and a caseload of 6,500 cases. The system must include, but is not limited to the following operations: Pre-trial Jail Screening, Deferred Prosecution Supervision, Probation Case Management, Specialized Domestic Violence Case Management, Volunteers in Probation Administration, Community Service Program Management and Electronic Home Detention Management.

To be considered for this acquisition the software must have a proven track record within a large municipality and be compatible with currently open system standards, including both API and ODBC compliance.

Send requests for information by November 7, 1997 to Phil Germano, Municipal Court of Seattle, 610 Third Avenue, Seattle, WA 98104-1852.

# Hampton Police Collaborate with Probation and Parole for



AFER



COMMUNITIES

"What we have here is *the ability* to communicate" rephrases the famous quote from the movie *Cool Hand Luke* and describes the working relationship between Virginia's Hampton Police Department and Hampton Probation and Parole. Both criminal justice agencies are in a daily struggle to decrease criminal activity in their beautiful city of 140,000 along the Chesapeake Bay. Each agency has criminal justice information that would normally be unknown to the other. Sharing this information and forming a collaborative partnership is great news for the community and terrible news for offenders who do not wish to be law abiding productive citizens. As Hampton Police Chief Pat G. Minetti states, "In order to provide the law-abiding citizens of Hampton the good quality of life they deserve, we must have a collaborative effort. This relationship is the crux of good law enforcement."

Chief Minetti, who is an action oriented police chief, decided to stop the rhetoric about cooperation and put words into actions. He met with Chief Probation and Parole Officer Clark Walden. Chief Minetti wanted to see what could be done together to assure sentenced felony offenders released to the community on probation and parole were staying crime free or being arrested at the earliest moment. As Chief Walden stated, "He not only met with us, but his enthusiasm and full support for this new program permeated all the way through his organization to line officers on the street. The leadership from Chief Minetti has made our program a resounding success."

What is the program? It's a police partnership program with several key aspects. A primary part of the effort is sharing information about

convicted felons released to community supervision. The probation and parole office knows who the offenders are, their criminal history, and the conditions of release, including special conditions set by the Court or the Virginia Parole Board. Offenders are a very transient population and often move from town to town. Probation and parole may have information on the new person in town that is unknown to law enforcement. This becomes particularly important if the offender has a violent background or a serious potential for violence. It also helps with solving crimes, since many offenders have a "pattern" of criminal behavior.

Probation and Parole Officers Larry Beam, Tom O'Brien and Kenneth Pitts bring photos of felons who have warrants out for their arrest to the police station. A Crime Analysis Bulletin is created and posted so that officers traveling on the beat can be on the lookout for them. The probation and parole officers also attend roll call to share any specific information about the felons on their caseloads or to provide any information requested by patrol officers. At one recent roll call, a patrolman asked if an offender was under supervision. There had been reports that the convicted felon was in possession of a firearm. He was under supervision and the team of Street Interdiction Unit (SIU) officers and probation and parole staff made a home visit that evening to locate the weapon and take appropriate action to incarcerate the offender.

The police know the people they see everyday on the beat. If they know who is on probation or parole, they can report back potential criminal behavior and the probation and parole officer can take action. Chief Probation and Parole Officer Clark Walden feels strongly about

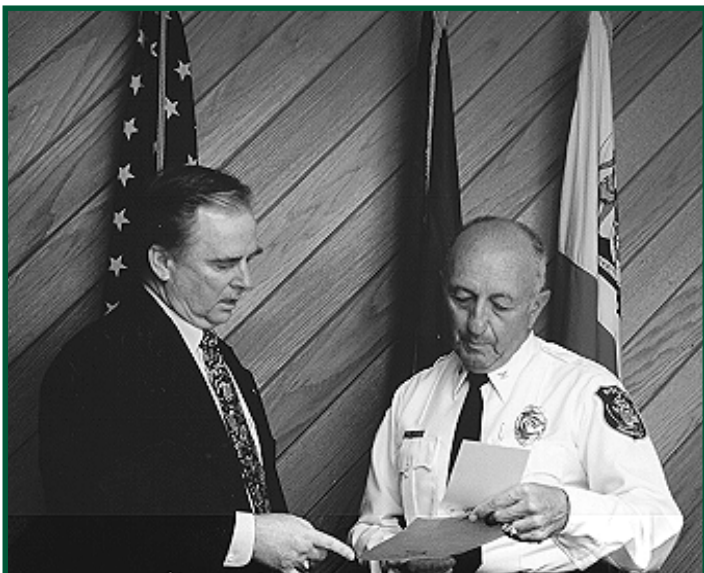
the importance of his officers knowing current information about the offenders under his office's purview. "What I believe is the key to making communities safer is early intervention. We are learning more earlier and can take immediate action to interrupt criminal behavior by the offender." He relates a story about a felon with a violent criminal history. "The probationer verbally threatened two Hampton detectives. As soon as we found out, we issued a 'PB-15' for his arrest. As we investigated, we found out he was also threatening violence to citizens in the community. We went to court and the judge was informed about the situation. Bail was denied by the judge." This is a situation where law enforcement and probation and parole communicated. With the support of the judge, a potentially violent situation in the community was averted and public safety was the winner due to early intervention.



Probation and Parole Officer Tom O'Brien (center) begins night home visits with Officers Chris McIntire (left) and Orin Gallop.

BY PAT G. MINETTI AND DEE MALCAN





*Chief Probation and Parole Officer Clark Walden meets with Police Chief Pat Minetti to go over memorandum of agreement for the new partnership program.*

Patrolman Brian Snyder asked Probation and Parole Officer Larry Beam about the address of an offender he suspected was becoming a major drug dealer in Hampton. Probation Officer Beam was able to verify the offender was under supervision and provided the patrolman with the current address. That case continues to be under surveillance and investigation. The information provided by probation and parole was of great assistance to the police officers working the case.

*"The effectiveness of any organization is based on relationships. This program helps my officers match a name to a face. They know who the probation and parole officers are in case they need any assistance. And they know that probation and parole will come through for them if they need any information to perform their duties. The relationship is solid and it works."*

*Hampton Police Chief Pat G. Minetti*

Chief Minetti feels that the communication of criminal information between agencies sounds simple but is based on the quality of the partnership. "The effectiveness of any organization is based on relationships. This program helps my officers match a name to a face. They know who the probation and parole officers are in case they need any assistance. And they know that probation and parole will come through for them if they need any information to perform their duties. The relationship is solid and it works."

A second aspect of the program is the *team effort* while being in the community *together* at night. Each Wednesday night, Hampton Police (SIU) Officers accompany probation and parole officers to home visits and serving warrants. The team also works a regular patrol to see what is going on in the community. As Lt. Gunther of the SIU reports, "We have had situations where these offenders see us together, throw their dope down on the street and run. They know the probation and parole officer knows who they are and they know they are caught." Most SIU officers feel that offenders are very surprised to see this partnership of law enforcement and probation and parole riding together on patrol.

The felons cannot tell the police a story they can't verify because they know their probation officer is right there listening. Lt. Gunther sees the program as a "win-win" situation with police helping enhance probation and parole officer safety in dangerous areas at night and in return they gain a lot of intelligence about the people hanging on the corners in high crime areas.

Probation and Parole Officers assigned to this program also assist with offender identification during police neighborhood "sweep" operations. If they are under supervision and are arrested during these operations, the probation and parole officer immediately begins to process the offender for violation of probation or parole. As partners, the two agencies work very well together to address.

The probation and parole office also conducted a recent special operation in partnership with the Hampton Police that was deemed a huge success by the press. The idea was created by James R. Camache, Assistant Director, Community Corrections and has been dubbed "Operation Consequences". The operation targets felons under supervision who have completed substance abuse treatment and are now chronically unemployed. On February 14, 1997 the Hampton Probation and Parole Office called in 63 felons who were tested for drugs. Twenty seven or about 40% tested positive and were arrested on the spot. The operation was a success due to the cooperative effort of the Hampton Police Department, Sheriff B.J. Roberts and the circuit court judges. James Camache stated "This is just our approach to make sure that those people on whom we are spending money for substance abuse are staying clean. We have a colossal drug problem in this country." As the Virginian-Pilot newspaper editor wrote in the editorial entitled *Keep a Tight Rein*, "Probationers and parolees with substance-abuse problems

that persist should not be at liberty; they are potential threats to the lives and property of the people of the commonwealth. Sting on, Virginia."

Hampton is experiencing a drop in violent crime. The professional operation of the Hampton Police Department and better communication between criminal justice agencies have given the people of Hampton the better quality of life.

When the law enforcement agencies join the probation and parole agencies to address crime, the entire criminal justice system works. Everyone is doing their job, working relationships to make communities safer work, and, most importantly, communication between the segments of the system is complete and timely. The felons under supervision know there is finally communication between the two agencies who work the streets. When one agency is not there, the other agency is conducting a patrol or surveillance. There is very little room to hide any criminal activity. And who wins as a result of this effort? The people of the City of Hampton. They are the citizens we serve and they deserve the best we can give. Our pledge to strive for better communication of information will make us all safer, on the job and as residents of our communities. It is a win-win solution that we must implement as we approach a challenging new millennium. □

*Pat G. Minetti is the Chief of Police in Hampton Virginia. Dee Malcan is the Regional Administrator for the Virginia Department of Corrections, Community Corrections.*

# APPA POSITION STATEMENT

## Conditional Early Release Program

*This position statement on the Conditional Early Release Program was approved by the Board of Directors at their meeting in Boston, Massachusetts on August 16, 1997. The APPA Constitution stipulates that positions and resolutions must next be submitted to the general membership for adoption at the membership meeting in Orlando, Florida on January 7, 1998. The purpose of presenting this position statement in Perspectives is to seek comments and feedback from the membership before seeking such approval. It is important that members wishing to comment on this position statement send any comments by November 1, 1997 to:*

**Issues, Positions and Resolutions Committee**  
**c/o American Probation and Parole Association**  
**P.O. Box 11910**  
**Lexington, KY 40578-1910**  
**Fax # (606) 244-8001**

The American Probation and Parole Association does not support the recommendation of the Criminal Justice Task Force of the American Legislative Exchange Council (ALEC) to expand the private bail system to provide the conditional early release of non-violent offenders from sentenced incarceration. Furthermore, APPA believes that this conditional early release program is motivated by financial profit and is contradictory to APPA's vision of a balance of prevention, intervention and advocacy. APPA does support any early release program that:

- 1) Works to provide the judiciary with information related to the accused's likelihood of returning for trial or sentencing.
- 2) Provides a continuum of sanctions allowing increasingly restrictive release options correlated to crime severity, community protection and a defendant's financial status.
- 3) Supports the use of financial penalties assessed only to the offender.
- 4) Holds the offender accountable for the crime if a period of incarceration, parole or probation is mandated following plea or trial disposition.
- 5) Draws the offender and his/her family into the rehabilitative process, but does not displace accountability for the offender's actions on the family.

### Background

A recent proposal sponsored by the Criminal Justice Task Force of the American Legislative Exchange Council (ALEC) recommends expanding the private bail system to provide the conditional early release of non-violent offenders from sentenced incarceration. Individuals

confined at the pre-trial stage would also be considered for this early release. Such releases, facilitated through performance bond and indemnity agreements, would in theory reduce prison and jail overcrowding, as well as recidivism. Their conditional early release program would work as follows:

- ◆ Legislatively defined participants (misdemeanant and non-violent offenders) would be chosen by the releasing authority at the pre or post disposition stage.
- ◆ Participants would enter the program under surety bond, within certain conditions imposed by the releasing authority. Conditions could include mandatory reporting, home arrest, drug testing, participation in a recovery program, non-interference with victims, payment of restitution and remaining free of subsequent arrests.
- ◆ Persons in the participants' release environment, such as parents and guardians, would sign "agreements of indemnity," whereby they, along with the surety, would have incentive to encourage the participants' compliance.
- ◆ The bond could be revoked by the court or other proper jurisdiction upon any breach of condition. Should this occur, the surety would have to pay a financial penalty to the state.

The above plan is based upon the premise, promoted in recent articles by ALEC, that government is failing to fulfill its basic responsibility to provide for the safety of its citizens. Specifically, ALEC attributes this failure to: 1) chronic prison and jail overcrowding and 2) the inability of public agencies charged with the supervision of felons and misdemeanants in the community (i.e. probation and parole) to acceptably perform this responsibility. The first, according to ALEC, prevents the incarceration

of violent offenders, and by implication, forces non-custodial alternatives upon the judiciary in sentencing those offenders. ALEC further contends that government's failure to acceptably provide supervision is the reason for the high recidivism rate, as a consequence of the "woefully ineffective" services provided by probation and parole.

A primary question is whether private sureties should assume certain law enforcement and corrections functions. ALEC's position promises unprecedented results, including an instant solution to the problem of prison overcrowding, a substantial reduction in recidivism rates, and a measurable decrease in the financial burden now borne by taxpayers to incarcerate or supervise offenders. Given the unique relationship between surety and "client," is it advisable, or even possible, to expand its scope?

### Discussion

Privatization of government services is a trend which shows few signs of abating. Inspired by economic pressures, political forces, and the public's desire for greater efficiency and a better "return" on their tax investment, it is now being driven by private enterprise's vision of ever-increasing markets. Lobbies which represent the private probation and prison industries tout their services as faster, better and, above all, cheaper. Early reports, however, reveal troubling outcomes if certain aspects of government are contracted to the lowest bidder, especially where issues of cost control and public safety are concerned.

These issues are inherent in any discussion of the conditional early release program sponsored by ALEC. First and foremost is the question of money: Will only those capable of paying the percentage down be among the "legislatively defined participants" chosen by the releasing

authorities? Similarly are they the only ones who'll be able to take advantage of such a program if "chosen"? By its very nature, the surety bond process is discriminatory against the indigent defendant. Under this proposal, the indigent incarcerated defendant would languish in jail if they did not have relatives or friends to provide a surety.

Another aspect of the money issue concerns the amount an offender will be required to put down to gain release from custody. The current rate for a bail bondsman is ten percent. This percentage pays for preparing the bond, getting the offender released, and making sure he or she gets to court. Under ALEC's plan, the performance bond would include a laundry list of requirements. These requirements include actual supervision, which involves substantially more than appearing in court. It is highly unlikely that ten percent would be considered adequate remuneration for providing these services.

ALEC proposes that some of this supervision be provided by parents, guardians and others, who having a signed "agreements of indemnity," have a vested interest in "encouraging" compliance. But what if all that encouragement doesn't work? Experienced probation and parole offices know that a family member, uniquely privy to non-compliant and possibly illegal behavior, would have to ignore feelings of loyalty and fear of financial loss to report such behavior. The circle of responsibility described by ALEC looks a great deal like a noose when viewed in this light.<sup>2</sup>

The bondsman's position is no less precarious. After being paid a percentage, the risk of financial loss is significant. Under the proposed terms of the performance bond, violation of any of the conditions will result in the bond's revocation. Two things will then happen: the offender will be taken into custody, and the surety will have to pay a penalty to the state. Under a conventional bond agreement, returning an offender to jail who has failed to appear in court preserves the bondsman's profit. He has discharged his duties, and everyone, with the exception of the defendant, is happy.

Under ALEC's proposal, however, the bondsman will lose money regardless of whether he returns the offender to jail. Under these circumstances there is little incentive for the bondsman to supervise that offender in any real sense of the word. Supervision involves more than just monitoring behavior. It consists of intervention and counseling, along with repeated attempts to enforce conditions where there is non-compliance. Ultimately, following through on stated

consequences (i.e. jail) might become necessary, if supervision and intervention are unsuccessful. There is an obvious conflict of interest if the bondsman loses money when an offender has to be taken back into custody and the bondsman provides the supervision that uncovers violations resulting in rearrest. It seems logical that this arrangement would be a disincentive for the bondsman to provide meaningful supervision.

The highly constrictive nature of the performance bond as outlined by ALEC is attractive to both legislators and the public. The consequences for both family members and bondsmen, should the offender violate the conditions, seem to offer great incentive for everyone involved to keep the offender on the path to rehabilitation. Instead, they are what will keep any such proposal from working. A system which does not hold the offender alone accountable for his behavior and imposes financial burdens on those who have no real control over him is doomed to failure.

The true victim of the ALEC's conditional early release program, however, may be public safety. According to the Criminal Justice Task Force appointed by ALEC, "Freeing inmates who are not threats to law abiding citizens allows the justice system to ensure that those who are will remain incarcerated for the duration of their sentence."<sup>3</sup> In fact, non-violent offenders who are sentenced to jail or prison are the very recidivists targeted by ALEC. These offenders do pose a serious threat to their communities. They are the career criminals who have been convicted of property crimes and crimes involving drugs or prostitution. ALEC's plan to release such offenders without their serving any time is not only irresponsible, it's potentially dangerous. Incarcerating these offenders for part of their sentences serves a two-fold purpose of providing consequences for repeated criminal behavior and disables them from committing new offenses during the time they are in custody. A period of incarceration also provides time for substance abuse treatment, mental health treatment and medical treatment for diseases which are often the result of criminal behavior (i.e. HIV, hepatitis, tuberculosis, etc.).

Perhaps a greater threat to public safety, however, is ALEC's stated goal of ensuring that violent offenders will remain incarcerated the entire length of their sentences. At first glance, this appears to be an excellent way to address the public's fear of violent crime. The two-fold purposes of punishment and incapacitation from committing new crimes are fulfilled, and for a time, everyone can feel safe. With the exception

however, of those given life or death sentences, most violent offenders are released back into the community. Under ALEC's proposal, no one would provide true intervention, prevention or supervision. Interaction with these offenders would be limited to rearrest when violent offenses were recommitted, and the slow and costly process of adjudication would begin again.

As an alternative to ALEC's proposal, consider that the primary role of probation and parole incorporates a balance between intervention and control. This balance is the conceptual framework within which public safety issues are addressed. Criminal justice professionals are proactive in identifying offender needs and interjecting appropriate treatment and referral services as catalytic agents for promoting positive behavior changes. While surveillance and enforcement are crucial elements of probation and parole supervision, it is the success of positive interventions which achieves both long and short term community safety.

The introduction of effective interventions by probation and parole officers presupposes a set of working principles and supervision techniques adhered to by skilled professionals. This relationship focused approach is unlike that suggested in the ALEC's early conditional release program. While ALEC's proposal assigns some incentive to bondsmen, parents and guardians to see to it that participants abide by the release conditions, there is no professional intervention in their lives. Therefore, there is little hope for positive behavioral change, which is the only effective weapon to combat recidivism.

Probation and parole officers are responsible for assisting the offender and monitoring and enforcing conditions of supervision. To relinquish these responsibilities to an entity whose mission is to make money, and whose only weapon is taking an offender into custody, would have an enormous negative impact on both the community and the criminal justice system.

## References

1. *The State Factor*, April, 1995, "Criminals on the Streets. A Citizen's Right to Know," by the Criminal Justice Task Force, American Legislative Exchange Council, p.1.
2. *The State Factor*, November 1994, "Conditional Early Release. Relieving Prison and Jail Overcrowding," by the Criminal Justice Task Force, American Legislative Exchange Council, p.2.
3. *The State Factor*, November 1994, "Conditional Early Release. Relieving Prison and Jail Overcrowding," by the Criminal Justice Task Force, American Legislative Exchange Council, p.3. □



# RESEARCH UPDATE

This update contains a summary of two articles. The first article reviewed is by Larry Motiuk Ph.D., Chief of Research in the Canadian Federal system. Dr. Motiuk's article discusses the current state of risk and need assessments being used in Canada. The second article provides results from a drug testing study conducted by the Rand Corporation on probationers in Maricopa County, Arizona.

## Does "Needs Assessment" Make a Difference?

### The Canadian Way

In 1990, the Canadian Services developed the "Community Risk/Needs Management Scale." This system married a new 12-item "needs" inventory to the Statistical Information on Recidivism (SIR) scale producing a "High", "Medium" and "Low" configuration. The SIR is regularly used by the parole board to assist in selecting inmates for parole. "Employment" and "Marital Status" supplement 13 criminal history items to produce a risk score. The SIR is described as a "static" measure (past history) while needs are a "dynamic" measure (ever changing). The 12 items form the "needs scale" include:

- Academic/vocational skills
- Employment pattern
- Finances
- Marital/family relations
- Companions/significant others
- Accommodations (housing)
- Behavior/emotional stability
- Alcohol usage
- Drug usage mental ability
- Health
- Attitude

\*Since 1994 some items have been combined and a special needs category added.

Table A shows the distribution of cases and the six month recidivism rates. Dr. Motiuk points out the dramatic difference in recidivism between Low/Low's (5.1) compared to the High/ High's (47.5).

In addition the matrix provides the opportunity to more effectively direct agent resource. Only one contact each month is required for the lowest group, and two for the Low/Medium's compared to four contacts for all others.

When the individual needs items were analyzed against recidivism, all were statistically

Table A

Distribution of Risk and Needs and Recidivism By Level						
Criminal History Risk (SIR)	Case Needs					
	Low		Medium		High	
	% of cases	% failed	% of cases	% failed	% of cases	% failed
Low	34.4	5.1	9.7	13.6	5.7	26.9
High	16.8	22.4	20.3	41.3	13.0	47.5

\* 6 months outcome

significant predictors except mental ability" and health. The needs items prove very dynamic when looked at in six month intervals. For example, the percent with "alcohol" problems decreased from 27.3 percent to 16.4 percent to 6.8 percent. Companion problems change from an average of 46.1 percent at 0-6 months to 14.5 percent after 12 months.

### Increasing Importance of Needs

Over time, the needs items also became even better statistical predictors compared to the SIR. Motiuk reasons that criminal history factor "...probably have more predictive power than needs at the early stages of release" but, as the supervision period goes on, "...needs begin to drive recidivism." A two year follow-up study of 5,404 federal cases shows the overall Risk/Needs Levels dropping with time. We see in Table B that, after 24 months of supervision, the High category drops in recidivism rate from 30.3 percent to 11.4 percent.

In addition, the changes over time, itself, effected recidivism; decreasing needs cases did better than expected and increasing needs did worse.

A two year follow-up study of 5,404 federal cases shows the overall Risk/Needs Levels dropping with time. It appears that needs assessment is not only important to understanding early recidivism, but the changing probability of failure during the period of supervision. Simply surviving for some months appears to significantly improve chances of success even among high risk offenders. Motiuk's data strongly supports his recommendation for the regular re-assessment of offender needs.

For more information, contact ICCA Headquarters, PO Box 1987, LaCrosse, WI 54602 (608) 785-0200.

### References

Larry Motiuk, (1996) *Assessment Methods in Corrections* "Expanding on What Works: 4th Annual Research Conference" The International Community Corrections Association. Austin, Texas. □

## Is Drug Testing Effective?

To a large degree, community supervision has become a process of trying to manage chemical dependency through testing. It's no secret that testing detects drug use. But, is testing effective in reducing crimes, new arrests and violations or even deterring future drug use?

To answer this question, the Rand Corporation joined Maricopa County (Phoenix, Arizona) to develop the first experimental study of drug testing for probationers. All 630 cases convicted of their first felony drug possession between March 1992 and April 1993 were randomly assigned to one of the following three experimental groups:

Table B

Recidivism Rates By Risk/Needs Level and Months of Supervision				
Follow-up Period (Months)	(Overall) Base Rates	Risk/Needs Level		
		Low	Medium	High
		% failed	% failed	% failed
0-6	18.3 (5,404)	5.7	17.4	30.3
7-12	10.2 (4,088)	4.5	9.8	17
12-18	8.9 (3,232)	5.2	11.2	16.5
19-24	6.5 (2,307)	4.3	10.3	11.4

BY NORM HOLT

1. No drug tests (No tests)
2. Monthly tests (Low rates)
3. Twice weekly tests (High rates)

(A fourth group was assigned to Special Drug Court Supervision)

Program information was collected and outcome data reviewed twelve months after probation was granted. Case characteristics were similar to those in other drug courts. Cases were supervised by regular probation officers. All cases had the same minimum contact requirement. The "no test" group could, however, be tested for cause and the "low rates" group could be increased for a violation. While still large, the frequency of drug testing was not so dramatically different. In practice, "No tests" receive of .3 per month, "low rates" .7 and "high rates" 2.4.

#### After One Year of Different Testing

Table C presents data on the major outcome measures for each test group 12 months later.

The authors conclude that "The level of testing appears to have no effect on offender arrest rates or on the time to first arrest." However, when time on active probation was annualized, the High rate "...participants were more likely to have had a technical violation." High rates spent more time in custody. More frequent tests do not appear to have any advantages, except possibly the "percent of tests returned positive." Based on this, the authors further conclude, "Our findings suggest that frequency of testing reduces drug use."

#### Results Similar to Findings From ISP

The authors note that these findings questioning the effectiveness of drug tests should not be particularly surprising. They review sev-

Table C

12 Months Outcome By Frequency of Drug Testing				
Outcome	No Test	Low Rate	High Rate	Total
<i>Drug Test Results</i>				
% of cases testing positive	34.5	54.6	58.6	48.5
monthly rate positive	0.14	0.16	0.46	0.25
% test returns positive	37.4	30.3	23.3	30.0
<i>Most Serious Recidivism</i>				
none	53.6	46.8	36.6	46.0
Technical Violation	16.1	17.7	13.8	27.6
Arrest	16.1	12.1	13.8	14.1
Conviction	14.3	17.7	22.1	17.8
Any Incarceration	10.7	15.6	15.9	13.9
<i>Total number of cases</i>	168	141	145	454

eral other studies which show mixed or no effects for drug tests. They remind us the Rand studies of intensive Parole in Texas, which included testing, also showed higher technical violation rate but no effect on arrest or other measures of crime.

For more information contact Susan Turner Rand Corporation, P. O. Box 2138, Santa Monica, California 90406-2138. The results will also be available in November as a chapter in a book edited by Joan Petersilia, entitled *Community Corrections: Parole, Probation and Intermediate Sanctions*.

#### References

Elizabeth Piper, Susan Turner, Peter Greenwood and James Chiesa, (1996) *An Experimental Evaluation of Drug Testing and Treatment Interventions for Probationers in Maricopa County, Arizona*, Rand Corp., Santa Monica, CA. □

*For further information about the Research and Technology Committee or if you would like to become a member, please contact the chair of the Research and Technology Committee:*

Michele Moczygemba  
Director of Research  
Texas Department of Criminal  
Justice Research, Evaluation and  
Development Unit  
209 West 14<sup>th</sup> Street, Suite 500  
Austin, Texas 78701  
or call (512) 305-9338.

*Mr. Holt is the Parole Administrator for the California Dept. of Corrections in Sacramento, CA. He also serves on the APPA Research and Technology Committee.*

## MIT Student Wins Film Competition

A third-year student at the Massachusetts Institute of Technology (MIT) and his father have won first place in a national film competition sponsored by the American Probation and Parole Association. Be A. Ware and his father, Billy E. Ware, of Milwaukee, Wisconsin were on hand to receive a \$1,000 check for their movie, "Brew City" during the opening session of the association's 22<sup>nd</sup> Annual Training Institute, August 17 at the Hynes Convention Center. "Brew City," winner of the "best overall" category, seeks to inspire inner city youth to challenge their negative environments.

"We initiated this competition to encourage filmmakers to sink their teeth into criminal justice issues," said Rocco Pozzi, APPA's Immediate Past President. "The Ware's bit into the tempest teapot of youth violence and came up with a strong message of hope," added Pozzi. "We believe this recognition will bring 'Brew City' and its message to more young people."

The competition's two other top winners, "Rage" and "Violence 101" are also about violence, which happens to be APPA's conference theme. "Join the Revolution Against Violence" is our theme," said Pozzi "and that's exactly what these filmmakers have done."

"Rage," which took first place in the non-professional category poses the question, "How do you stop violence? And explores the issues which underlie violent behavior as told through the stories of five violent offenders from Canada. Producer/Director, David Cunningham of Edmonton, Alberta concludes his film with a plea and a warning: "Re-examine how our society looks after its children or face an inevitable escalation of violence."

"Violence 101," first place winner in student category is out of Turlock California. High-schooler's Nathan Brunskill and Graeme Byrd produced this interesting documentary about the causes and prevention of violence.

# PORTSMOUTH PROBATION, PAROLE AND LAW ENFORCEMENT

## *COMBINING RESOURCES TO PREVENT CRIME*



**W**ith rising caseloads and increasing numbers of high risk offenders under active supervision, traditional probation and parole has been struggling with how to provide the appropriate level of monitoring expected by the public. Professional officers who have the responsibility of providing community surveillance of these offenders know what is needed, but find it sometimes difficult to provide the desired level of surveillance, especially in high crime neighborhoods and housing areas.

Virginia's Community Corrections has embarked on a new approach partnering local law enforcement Neighborhood Impact Officers ("NIO") with probation and parole officers to jointly keep an eye on the activities of the offenders in high crime areas in Portsmouth. Probation and parole officers assigned to the Portsmouth Police Assisted Community Supervision program are supervising cases from specific neighborhoods similar to the police NIO's. The Portsmouth Police Department's NIO's working with probation and parole are part of the "NEAT" program in Portsmouth (Neighborhood Enhancement and Action Teams). The

partnership between the two agencies was implemented in 1996. This program has proven itself to be a huge success. Portsmouth is experiencing a 29 percent drop in the total crimes over the 1995 rates.

Why does this new approach work? It is based on some very simple factors. First, law enforcement, particularly Neighborhood Impact Officers who patrol a housing project or a limited geographical area beat, are generally familiar with who the residents are and any major criminal activities in the community. Probation and parole officers know the felons on probation and parole supervision, including specific offender criminal background information, conditions of release for felons living in the neighborhoods, whether or not there is an active warrant and other critical information.

Offenders can be a very transient population. Many times, the new person in the neighborhood is unknown to the NIO's. The sharing of this knowledge provides both agencies with information that enhances the safety of the staff and allows for more timely response to potential criminal behavior.

Secondly, there are two public agencies providing criminal justice services in these geographical areas or neighborhoods: law enforcement (NIO's) and probation and parole. Combining resources to obtain similar goals is an efficient use of public funds.

Portsmouth police provide ongoing information informally and through their field interview reports which is sent to the probation and parole officer who is working that geographical area. Likewise, the probation and parole officer provides the NIO with a monthly alphabetized list of offenders under supervision as well as a periodic list of active warrants and capias. These ongoing, open channels of communication keep all partners informed with current information.

### CRIMES AGAINST PERSONS

Year	Homicide	Rape	Robbery	Aggravated Assault	Total
1992	36	65	660	513	1,274
1993	33	56	746	531	1,366
1994	23	65	719	565	1,372
1995	37	77	842	550	1,506
1996	23	58	532	454	1,067

Source: Andres Alvarez, Portsmouth Police Planning and Research Manager

BY DEE MALCAN



Most important to this program is the improved public safety resulting from this new partnership. Todd Gibson, Probation and Parole Officer, says he likes the program because offenders are now under 24 hour surveillance. "When I am not in the community, the police NIO is. There is very little that goes on with a particular felon that one of us does not know about."

Probation and parole officers make joint field visits with the NIO. Offenders in these areas see law enforcement and their probation and parole officer working as a team. The Portsmouth police NIO's report that offenders are very cooperative when they see them out with the probation and parole officers. And as NIO D.K. Butler puts it, "I now know exactly who I am contacting, who they are, what they are doing and if they have a violent background. This program helps me focus on who the known dangerous people are in my area." Law enforcement can utilize this information to prioritize their work, maximize public safety and address crime.

Lynn Sher, a probation and parole officer who works with NIO's, says she goes to line-ups and often gains knowledge of for whom the police are looking. She recalls a recent incident where an offender's name was mentioned in relation to a murder investigation by one of the detectives at the station. The detectives indicated they did not know where the suspect was. "I went back to the office and looked up the name. He was under supervision with our office. Within 30 minutes, the detectives had his background and location."

The situation also works well for the police NIO on the beat. A difficult, violent offender received a driving charge which was brought to the attention of his probation and parole officer. He had been chronically unemployed because he reportedly "had no car". He posted bond on the driving charge and failed to report to his probation and parole officer as instructed. A warrant was issued. The probation and parole officer called the NIO to tell him about the warrant and to warn him that the offender had previously assaulted another officer and was potentially violent. Within a day, the offender was arrested by the NIO who was able to call for back-up prior to the arrest. The convicted felon is in jail now awaiting a parole violation hearing and two new charges relating to heroin possession. Thanks to the information provided in advance by the probation and parole officer, the NIO was able to secure a safe and incident-free arrest. While Portsmouth probation and parole has had some occasions to do this in the past, the new partnership has provided additional opportunities for law enforcement and probation and parole to join forces to assure staff safety while addressing crime.

The partnership provides greater safety for the community. Probation and parole officers are able to get warrants executed safely and in minimal time. Violent crime is dropping. The system is being more responsive. Probation and Parole Officer Todd Gibson relates an incident that involved close communication with a city resident. While he was out with his NIO doing routine field visits, a Neighborhood Watch citizen approached them and told the officers about an offender under supervision. The offender was hanging out all day at a local store for no apparent reason causing customers to become concerned. The citizen asked Probation and Parole Officer Gibson for some assistance in get-

ting the felon to leave the premises. Probation and Parole Officer Gibson talked with the offender. Learning the offender did not have any reason to be there, he told the offender he was not to go to the store area as a special condition of his supervision. The offender was made aware that if the NIO reported his return to the store area, he would be arrested for violation of his conditions. The offender did not return, understanding that the NIO and the probation and parole officer were working together to assure that he did not disregard the requirement. The Neighborhood Watch citizen, as well as law abiding customers going to the store, were much relieved.

Probation and Parole Officer Lynn Sher has been on the job two years. She is very enthusiastic about being able to work closely with the NIO's covering her area and doing more work in the community with offenders. She feels the quality of the contacts she makes with offenders is much better now. "With the information provided to me on a continuous basis, I know more about the offenders I have under supervision. I know who they are hanging out with and what they are doing everyday in the community." One of the NIO's she works with, Sean

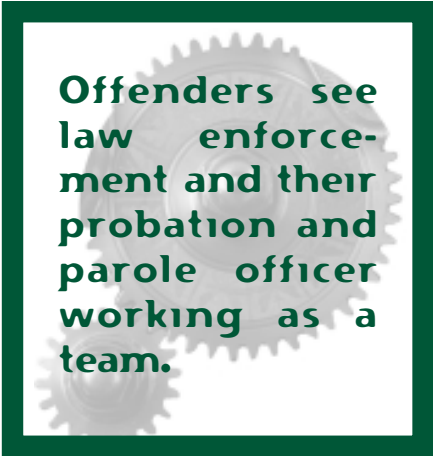
Dunn states, "I was impressed that she does not do a desk job. I go out with her often to see offenders on her caseload. Lynn will come out with me on patrol, if I suspect one of the offenders under her supervision is violating the law. Together, I feel we have averted many potentially dangerous situations." Covering an area of one square mile, 700 households and about 1500 people, NIO Dunn feels he is now able to identify "who is who and who should be watched." He feels it is critical that "they know, that we know they are on supervision."

Both Probation and Parole Officers Todd Gibson and Lynn Sher joined the Portsmouth Police in a recent "sweep" of an area and provided identification of individuals under supervision. Combining resources provided a more effective special police operation.

Another example of the increased responsiveness gained by this partnership is seen by the efforts made by the NIO's with warrant execution. Probation and Parole Officer Sher states that she needed a warrant executed by law enforcement on a priority basis for a high risk offender under her supervision. She called her NIO and she reports the man was in custody in less than 30 minutes. This joint cooperation provides the citizens of these communities a safer neighborhood and makes the criminal justice system work at top efficiency.

There is another vital aspect to Police Assisted Community Supervision. The NIO's spend a lot of time doing community relations work, sometimes with probation and parole officers joining them. The NIO's see themselves as positive role models for the kids in their neighborhoods and join the citizens for crime prevention activities such as the Night Out effort to address crime. Probation and Parole Officer Sher recalls when one of the probationers on her caseload was experiencing problems with her adolescent son, "NIO Dunn went out and talked with the child to try to help out. The probationer was very grateful for the support and assistance. He is great with solving community problems."

Through this cooperative effort, Portsmouth Probation and Parole has experienced enhanced officer safety by using police radios that are



**Offenders see  
law enforcement  
and their  
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team.**

connected to the police dispatcher. Chief Probation and Parole Officer Gerald Head requires his officers to first carry the radio, if available, and if it is not available, to carry a cellular phone. He feels the direct line to the dispatcher provides maximum safety for his staff. They can radio in their location before entering a home, and if in difficulty, push a button to gain assistance from law enforcement. The Portsmouth Police Department have also made bullet proof vests available to probation and parole officers to provide additional safety for staff in the field.

Lt. Joe Covey, Commander of the Community Services Unit, agrees that staff safety for probation and parole is an important benefit of the partnership. He also feels there has been a positive impact on NIO safety. "We now know the problem people in the community. If we suspect an offender is re-offending, we can ask for support and assistance from probation and parole to check things out. The information is flowing better between agencies because the NIO's now have a picture in their minds of who the probation and parole officer is- they can put a face to a name."

As NIO James Lewis puts it, "This partnership gives us an upper hand with these offenders. When we are out together and talk with

**Information is flowing between agencies because Neighborhood Impact Officer's now know who the probation & parole officer is — they can put a face to a name.**

offenders they stand up straight. They know we will report their actions to the probation and parole officer. If I tell an offender that I am going to tell your "PO" that you are hanging out here (in a cocaine open market area), they are gone." NIO Muhammed Abdul Ali added, "We also let the probation and parole officer know when the offenders under home electronic monitoring are where they shouldn't be. The offenders wearing electronic ankle bracelets know we will report them if they are in violation of curfew."

Two agencies, working in the same area addressing crime, have come together in a full partnership to lower crime rates in the City of Portsmouth. Public resources are being combined to protect these areas from crime. The neighborhoods

are safer, staff is safer and control is being given back to the citizens of these communities. There are no losers in this approach. Only winners—the citizens of the City of Portsmouth, Virginia. □

*Dee Malcan is the Regional Administrator for the Virginia Department of Corrections, Community Corrections.*

## ***Wanted – Executive Summaries!***

***Research Training Track for  
APPA's 23<sup>rd</sup> Annual Training Institute  
August 30-September 2, 1998  
Norfolk, VA***

tentatively titled

***Research in Community Justice***

Executive summaries for presentations are now being accepted for the research in community justice training track for the 23<sup>rd</sup> Annual Training Institute to be held on August 30-September 2, 1998 in Norfolk, Virginia. The training track is intended to showcase scholarly academic research in the area of applied community justice research. Of special interest are presentations relating to community justice, restorative justice and community policing. The executive summaries of all presentations selected to be part of the research in community justice track will be compiled, published and made available to conference participants.

### ***Submission Criteria***

Executive summaries should be submitted in ASCII format on an IBM-compatible computer disk, along with three hard copies no later than **October 15** to:

Michele Moczygemba  
Director of Research  
Texas Department of Criminal Justice  
209 West 14<sup>th</sup> Street, Suite 500  
Austin, TX 78701

For additional information regarding the special training track in research in community justice, please contact Michele Moczygemba at the address listed, or call (512) 305-9338.

For additional format information, please refer to the submission criteria for articles published in *Perspectives* on page six.

# DRUGS AND CRIME IN CRIMINOLOGICAL LITERATURE

## Introduction

Criminologists rarely agree on the correlates of crime. There are biological, psychological and sociological theories of crime. Sociological theories can be further divided into social structural and social process theories. Each school of thought has its own assumptions regarding the causes of crime, and members of the various schools rarely agree with one another. One proposition which enjoys widespread agreement among academicians and lay people alike is that criminals of all types are disproportionately substance abusers. This paper will examine the empirical evidence regarding the extent of the relationship between substance abuse and crime related activities. This will be attempted by ascertaining what the relationship is as reflected by crime and delinquency literature. Thus, the contents of six major criminological journals will be surveyed and the number of articles related to substance use and/or abuse will be identified, tabulated, and converted to percentages. The findings will allow conclusions to be drawn with respect to the amount of attention that drug and alcohol usage among criminals receives from the criminological and criminal justice communities.

## The Extent of Alcohol and Drug Abuse

The National Institute of Drug Abuse (NIDA) conducts the National Household Survey of Drug Abuse annually. The National Household Survey has reported patterns of alcohol and drug abuse within the general population since 1971. The 1991 survey found that 37.1 percent of the respondents had used an illicit drug on at least one occasion, 12.8 percent reported some use within the last year, and 6.2 percent had used some illicit drug within the last month (Harrison and Gfroerer, 1992). These percentages translate into millions of users. Singer (1992) reports that alcohol is used by 47.3 million Americans on a weekly basis. Further, 10.5 million Americans show signs of alcoholism or dependence. Also, many people who use drugs frequently use them in combination with alcohol.

Juvenile drug usage patterns have been measured via the High School Seniors Survey since 1975. This survey is administered to a

representative sample of high school seniors in public and private schools who are asked to describe their drug use patterns through self-administered questionnaires. In 1993, 43 percent of all seniors said that they had at least tried illicit drugs. Also, alcohol and marijuana were used on a daily basis by about one in every 40 seniors (Johnston, O'Malley and Bachman, 1994). Marijuana was the most commonly used illicit drug, followed by inhalants. Approximately one in 16 seniors reported using cocaine.

Teens are more likely to use alcohol than any other substance. According to Johnston, O'Malley and Bachman (1994), 86 percent of high school seniors had tried alcohol at least once and 28 percent of the seniors had engaged

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in heavy drinking within two weeks of the survey (5 or more drinks in a row). These results may be shocking to some, but it must be remembered that this survey only reaches those students who attend school. High school dropouts and those who engage in truancy are probably more likely to engage in substance abuse.

The 1991 National Household Survey indicates that there are demographic subgroups with higher rates of substance use. These subgroups include young adults (18-25), African Americans, individuals residing in large metropolitan areas, and the unemployed. The

information included in this paper suggests that substance abuse is a widespread problem that can be found among many in the population. But what is the relationship between drug use and crime?

## The Link Between Drug Use and Crime

Much has been written about the relationship between drugs and crime and many people believe that drug use causes crime. This section will outline what is currently known about arrest rates for drug offenses, patterns of criminal behavior among the general population, and drug usage patterns of the recently arrested.

The Bureau of Justice Statistics (1992) reports that there are more than one million drug arrests per year in the United States. In addition, more than 50 percent of federal inmates and 30 percent of state inmates are incarcerated for drug offenses. More importantly, the overwhelming majority of substance abusing offenders are supervised on probation in the community; only those that are considered serious offenders are incarcerated (National Institute of Justice, 1991). The offenders that are incarcerated are only temporarily incapacitated. Once their prison term is up, drug abusing offenders have a marked tendency to resume their criminal careers. The impact that this revolving door effect has had on the criminal justice system is tremendous. The result has been an overburdening of our courts and prisons. Two methods have been utilized to measure the levels of substance abuse among the incarcerated. First, inmates are often asked to provide survey data regarding their levels and patterns of substance abuse. The second method of obtaining data is provided by the Drug Use Forecasting (DUF) program. This program, which was started by the National Institute of Justice, gathers and analyzes information from voluntary anonymous interviews and urine samples of persons arrested for serious crimes in 23 major cities. The results of each method will be examined in turn.

Much of the research that has been conducted examines the criminal implications of heroin or cocaine use. For example, 356

BY PATRICIA KING



heroin addicts in Miami reported committing 118,134 offenses within a one year period (Inciardi, 1979). A 1989 survey of convicted jail inmates found that 39 percent of cocaine and crack users claimed to have committed their current offense in order to get money to buy drugs (U.S. Department of Justice, 1991). Research by the U.S. Department of Justice (1988, 1991) found that a majority of jail and state inmates report that they were under the influence of drugs or alcohol or both at the time of their offense.

As was previously mentioned, the DUF program was started by the National Institute of Justice in an effort to provide a picture of the type and extent of drug use among arrestees. DUF's 1995 annual report indicated that positive drug rates were detected in urine samples of 51 to 83 percent of all new arrestees. In 18 of the DUF sites, 50 percent or more of the new arrestees tested positive for a drug. Furthermore, cocaine was the drug that was detected most often and this held true for males as well as females.

Juvenile males who are arrested or detained by the justice system are also included in the DUF program. Twelve sites are maintained and males who were detained for less than 48 hours were asked to provide anonymous urine samples. In 1993 the 12 sites reported that between 18 and 54 percent of juveniles tested positive for at least one drug. Overall, one in three juvenile detainees were under the influence of at least one illicit drug at the time of their offense.

The conclusion that drug use is linked to crime is supported by these statistics. According to Boyum and Kleiman (1995), there are three links between drugs and crime. The drug itself may enhance crime facilitating effects (i.e. intoxication encourages careless or combative behavior). Also, the black market nature of the drug world may encourage violence against dealers and corruption of law enforcement. Finally, crimes may be committed by users to get money to support their habit.

## Procedure

The preceding paragraphs clearly demonstrate that a strong relationship exists between substance use and criminal behavior. The purpose of this study is to determine the number of drug related articles that are appearing in six major criminological journals, four of which are academically oriented and two of which are practitioner oriented. An informal survey of several criminal justice and criminology professors revealed agreement that the six journals selected for inclusion in this

study are major criminological/criminal justice journals. The journals selected are: *Journal of Research in Crime and Delinquency*, *Crime and Delinquency*, *Criminology*, *Justice Quarterly*, *Federal Probation*, and *Perspectives*. Each of the six journals is published on a quarterly basis, and thus, 20 issues of each were examined. The years 1989 through 1993 were included in the study. It should be noted that the October 1992 issue of *Crime and Delinquency* was a special issue devoted to drugs and crime. Also, the Fall 1990 issue of *Perspectives* was a special issue devoted to drugs and crime. A total of 21 articles on drugs and crime were published as part of these two special issues.

## *Journal of Research in Crime and Delinquency*

The *Journal of Research in Crime and Delinquency* accepts manuscripts from authors around the world. To be considered for publication, manuscripts must be reports of original research in crime and delinquency, new theory, and/or the critical analysis of theories and concepts especially pertinent to research development within the field. It would seem that articles related to drug and alcohol use and abuse would be appropriate for this journal.

## *Crime and Delinquency*

*Crime and Delinquency* advertises as a policy-oriented journal for the professional with direct involvement in the criminal justice field. Articles published include those that fall into criminal justice areas as diverse as the social, political, or economic theories, victimology, the criminal justice response, and the setting and implementation of sanctions. It would appear that articles relating to substance use and abuse would be suitable for this journal.

## *Criminology*

*Criminology* is an interdisciplinary journal that is devoted to the study of crime and deviant behavior. Disciplines such as law, psychology, criminal justice, and sociology are well represented within this journal. As such, *Criminology* would appear to be philosophically amenable to publishing articles that relate to drug and alcohol use.

## *Justice Quarterly*

*Justice Quarterly* is a multi disciplinary journal that publishes articles on issues related to crime and justice. Articles are accepted from scholars trained in a wide variety of disciplines. Hence, articles related to drug and alcohol use should be acceptable to *Justice Quarterly*.

## *Federal Probation*

*Federal Probation* is devoted to disseminating contributions made by those who work with or study juvenile and adult offenders. As such, the types of articles included are of a diverse nature and issues related to substance abuse are likely to be addressed.

## *Perspectives*

*Perspectives* distributes policy and program information that would be of interest to adult and juvenile probation, parole and community corrections agencies. As a result, articles relating to drug abuse should be relevant.

## Results

To obtain the following results, the contents of the six selected journals were surveyed and the number of articles related to substance abuse and/or use were identified, tabulated and converted to percentages. The Table below provides a tabular representation of the findings.

*Perspectives* published the most drug and alcohol related articles for the time period being considered. Twenty-eight of the 112 articles, or 25 percent, appearing had something to do with drugs and/or alcohol and crime. As previously noted, the Fall 1990 issue was a special issue that was devoted solely to the subject of drugs and crime. If this issue were excluded, then the percentage of articles related to substance abuse would fall to approximately 15 percent.

*Crime and Delinquency* published 20 drug related articles out of 147 total articles for the period being considered. In addition, the October 1992 edition was a special issue that was devoted to drugs and crime.

*Criminology* published the fewest articles relating to drugs and alcohol. Out of 152

## Journals Containing Articles Related to Crime and Drugs

Journal	Number of Articles	Number of Drug Related Articles	Percent of Drug Related Articles
<i>Crime &amp; Delinquency</i>	147	20	14%
<i>Criminology</i>	152	9	6%
<i>Justice Quarterly</i>	139	11	8%
<i>Journal of Research in Crime &amp; Delinquency</i>	91	10	11%
<i>Federal Probation</i>	185	23	12%
<i>Perspectives</i>	112	28	25%

articles, only 9, or 6 percent, were drug related. *Justice Quarterly* devoted 8 percent of its space to drug related articles. The *Journal of Research in Crime and Delinquency* contained a modest number of drug related articles. Ten out of 91 articles, or 11 percent of the articles published in the *Journal of Research in Crime and Delinquency*, were related to drugs or alcohol or both.

*Federal Probation* devoted 12 percent of its articles to the topic of drug use. Of 185 articles, 23 were devoted to substance abuse issues.

## Conclusions

From the foregoing it can be concluded that a modest number of drug and alcohol related articles are published in the major criminological journals. It is not clear, however, whether these modest rates are due to low submission rates or high rejection rates of drug related articles. Moreover, drug related articles seem to be under-represented, particularly in light of the statistics regarding usage and criminal behavior that were presented earlier. This discrepancy leads one to believe that there is room for substantial growth and research within the realm of substance abuse.

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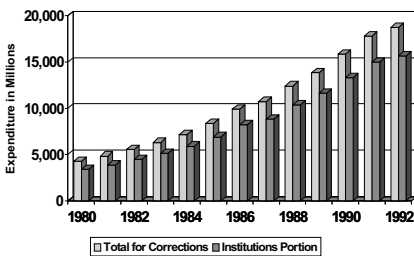
Patricia King is a Doctoral Research Fellow in the College of Criminal Justice at Sam Houston State University.

# The Money Trail:

## Following the Trends in Correctional Dollars

When it comes to the development of state budgets, legislators face many tough decisions. One of the toughest issues over the past few years involves appropriations for corrections. The public has demanded "get-tough" measures such as "three-strikes" and mandatory sentencing. These measures, along with a skyrocketing corrections population, have placed a financial burden on corrections budgets. The trend has been for increased corrections spending and increased prison construction.

State Government Corrections Expenditures



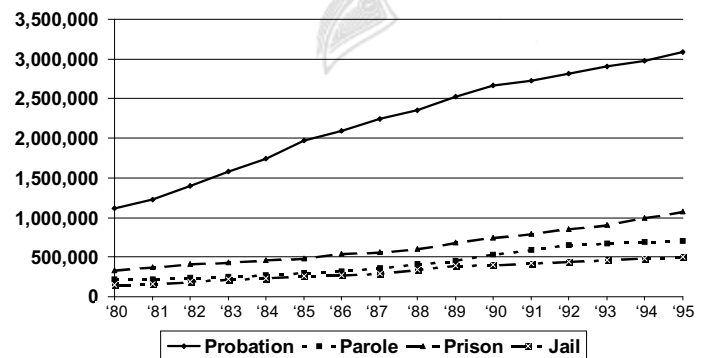
Source: Justice Expenditure and Employment, 1992, Bureau of Justice Statistics

billion in 1992. In fact, nearly four cents of every state tax dollar was spent for corrections. In 1992, four states; California, New York, Texas, and Florida; had corrections budgets in excess of one billion dollars. California had the largest correctional budget with \$3.2 billion.

Corrections spending has eclipsed Medicaid as the fastest growing item in most state budgets. Because of limited financial resources, increases in corrections spending have to be matched by decreases in other area of the budget. The Justice Policy Institute, a Washington-based research and policy institute, reported in *From Classrooms to Cell Blocks: A National Perspective* that many states are funding prisons at the expense of higher education. For the first time in 1996, California's budget included more money for corrections than its higher education system. Florida's 1996 budget also included more funding for its 56,000 prisoners than its 203,000 university students.

Indicators suggest the growth trend in corrections populations will continue at an alarming rate. On Dec. 31, 1995, there were more than 5.3 million adults under some form of correctional supervision in the United States. This is equal to 2.8 percent of all adults in the United States. Twenty-nine percent of this population (1.5 million) were incarcerated in U.S. jails or prisons, a 212 percent increase from 1980. While California, Texas, Federal system, New York, and Florida had the largest prison populations in 1995, Texas (26.9%), North Carolina (18.4%),

Correctional Populations in the United States



Mississippi (17.1%), North Dakota (16.9%), and Wisconsin (15.5%) experienced the largest rate of growth. To place the prison population into perspective, Texas (659), Louisiana (573), Oklahoma (536), South Carolina (510), and Arizona (473) had the largest number of sentenced prisoners for each 100,000 state residents. In fact, the United States ranks among the top three industrialized nations for incarcerating its citizens (519 prisoners for every 100,000 residents).

### Reasons for Increased Corrections Spending

The increased level of corrections spending can be attributed to a number of factors. One factor is the dramatic increase in the correctional populations in the U.S. over the past two decades. As the corrections population increases, additional expenditures are required in the corrections budget. Because of finite budgetary resources, sacrifices are made to provide for the increases in the corrections population?

In recent years the general public has pushed for and received longer sentences for criminal activity. Sentencing guidelines and mandatory sentences have been implemented to ensure that offenders "pay" for their crime. As a result, the nature of the prison population has changed. A larger percentage of the prison population is made up of non-violent offenders. California, for example, has more than 4,000 prison inmates - enough to fill one prison - on the charge of petty theft, generally shoplifting with a prior arrest.

The "get tough" crime policies have resulted in increased corrections population and thus, increased spending for prison construction. In 1992

BY HARRY BOONE, JR.



nearly 10 percent of the total corrections budget was allocated for construction. California, Washington, Texas, New York, Connecticut, and Massachusetts were the leading states in dollars appropriated for new construction. New construction, however, is only a small part of the costs associated with operating a prison. Approximately four of five dollars of prison operating costs go for employee salaries and facility maintenance. In many situations, the debt service to finance prison construction triples the original cost of building prison beds.

Another factor is the changing needs of today's prison inmates. As the average lengths of prison sentences increase, the average age of the prison population also increases. The increased age of the prison population brings about new and costly problems in dealing with the geriatric needs of elderly inmates. Pennsylvania recently completed its first nursing home prison - a geriatric and long-term medical care wing that is a part of a new prison. The increased needs of an older prison population places additional burdens on corrections budgets.

### Alternatives to Incarceration

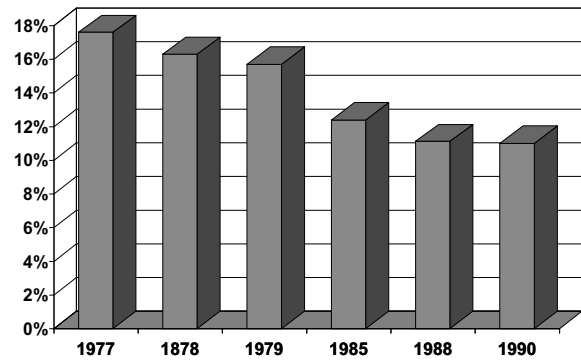
Community corrections including probation and parole offer an alternative to prison for non-violent, low-risk offenders. Community-based programs emphasize restitution to victims, rehabilitation of offenders and offers a continuum of sanctions that can be for more restrictive and demanding than incarceration. Judges have a number of options to tailor a probation sentence to fit the crime including intensive supervision, restitution and fines, community services, substance abuse treatment, day reporting centers, house arrest and/or electronic monitoring, half-way houses, and boot camps.

Can community corrections programs meet the public's demand for tougher sentences? Surveys in Minnesota, Arizona, New Jersey, Oregon, and Texas reveal that offenders judge certain types of community corrections programs as more severe than prison. In Marion County, Oregon a selected group of non-violent offenders was given the choice of serving a prison term or participating in the Intensive Supervision Probation (ISP) program. The ISP program required the offender to submit to drug tests, perform community service, and report frequently to their probation officer. Dr. Joan Petersilia reported that about one-third of the non-violent offenders chose prison over participation in the ISP program.

Eighty-five percent of prison wardens indicated that elected officials are not offering effective solutions to the rise in the corrections populations. Three out of four wardens support a balanced approach to corrections that includes community corrections, prevention and rehabilitation. These are the same individuals that have the most to gain from increased corrections budgets and prison construction.

If more emphasis is to be placed on community corrections, appropriate funding must be provided to meet the needs of offenders sentenced to probation and parole. While the total corrections budget has increased, probation and parole's share has declined. Bureau of Justice Statistician, Sue Lindgren reported that while the percentage of direct corrections expenditures for institutions rose from 74.4 percent in 1977 to 84.9 percent in 1990, the level of spending for probation and parole declined from 17.6 percent to 11.0 percent. The decline in spending for community corrections, coupled with drastic increases in the number of offenders sentenced to community corrections has resulted in increased caseloads and fewer options for securing the services needed to rehabilitate offenders. Probation and parole programs offer a less expensive alternative to incarceration for certain types of offenders, however, if they are to provide for public safety, they must be adequately funded.

Percent of Total Direct State and Local Corrections Expenditures for Probation, Parole and Pardon



Source: *Justice Expenditure and Employment, 1990*, Bureau of Justice Statistics

### Recommendations

Community corrections programs, including probation and parole offer an alternative to prison for certain types of offenders, however, community corrections should never be considered as a replacement for prison. Incarceration must always be an option for dealing with violent offenders that are a threat to society.

Community corrections offers one option for relief to the corrections budget crisis. It costs between \$22,000 and \$25,000 to incarcerate an individual for one year. A non-violent offender sentenced to a supervised probation caseload will cost between \$3,000 and \$7,000. An offender sentenced to an Intensive Supervision Program would cost the taxpayers between \$6,500 and \$9,900. Both community supervision options offers a considerable tax savings. In addition to the lower cost, the offender can be employed and support his/her family and pay taxes.

Funding for institutions and community corrections must reflect a balanced approach to crime prevention. Too often corrections policy/funding favors the punishment aspect of corrections and rehabilitation of the offenders is given a much lower priority. Rehabilitation is essential to break the crime cycle and return an offender as a productive member of society. Programs such as drug treatment, employment skills, basic adult education, vocational education, and counseling serve to rehabilitate offenders and give them an opportunity to return to society and to live a crime-free lifestyle.

An effective crime policy must also include prevention programs. Using the old adage, "an ounce of prevention is worth a pound of cure," policymakers must explore ways to prevent youth from becoming involved in criminal activities. Parenting programs, early childhood interventions, and educational incentives are just a few of the programs that have been shown to be a cost-effective way of reducing future criminal activities. Prevention programs, however, are the hardest programs to justify because it is difficult to spend money that will not show results for five to fifteen years.

Crime in the United States is a major problem with no easy solutions. The answer does not lie in politically attractive measures such as "three-strikes" or mandatory sentencing, but in a balanced approach between punishment, rehabilitation, and prevention. To successfully reduce the level of crime in the United States, corrections budgets should include sufficient funding for rehabilitation and prevention programs, as well as programs designed to punish the offender. □

*Harry N. Boone, Jr., Ph.D. is a Research Associate at the American Probation and Parole Association, Lexington, Kentucky.*



# Pairing Juvenile Offenders with Volunteer Advocates

**T**wo hundred twenty cases, sixteen crowded Detroit courtrooms — it's a normal day at Wayne County Probate Court Juvenile Division. The halls of this Center for Juvenile Justice are filled with juvenile respondents, their families and defense attorneys. Had all the 10 to 17 year olds that were summoned this day shown up, the courthouse might well be filled beyond capacity. Some of the youth here will be adjudicated today; others will be back another day for their trial or disposition. All are missing another day from school, yet they do not really seem to mind. It is not surprising; most are doing poorly in school anyway. It would appear that poor school performance goes hand in hand with juvenile delinquency.

Twelve-year-old John is one whose destiny will be determined today. His appearance in court was guaranteed. He has been locked up in a county detention facility since his arrest 17 days ago. He has formally been accused of a number of offenses, including motor vehicle felony, unlawful driving away, school truancy and incorrigibility. John is escorted into the courtroom by a deputy sheriff. He wears a deceptive mask of confident indifference as he takes a seat to the left of his court-appointed defense attorney. His mother, with a look of hopelessness, makes her way from a seat in the back of the courtroom to sit to the right of her son's attorney.

There is no acknowledgment of presence between John and his mother. The lack of eye contact is immediately obvious. One can only guess at the magnitude of the difficulties that have resulted from the charges against him. Regardless of this hearing's outcome, the problems facing John and his family will not likely be resolved today by the court.

Five minutes earlier John met his lawyer for the first time. She advised him to accept the prosecutor's plea offer; admitting guilt to the offense of unlawful driving away in exchange for dropping the other charges and a recommendation of a sentence to probation. John and his mother agree. The attorney communicates to the referee presiding over this pretrial hearing that John will accept the plea offer.

The referee now delivers a rather long discourse on defendant rights. John states for the record that he understands, though his comprehension

seems feigned. His demeanor reveals he really has little or no clue to what is occurring. John is sworn in and takes the witness stand. He is instructed to give his explanation of stealing the car. After John's guilt has been established for the record, the referee allows him to resume sitting with his attorney.

Appropriately, the referee admonishes John for his admitted offense, scolds him for not going to school and explains to him the definition of "incorrigible," telling John to stay out of further trouble. To reinforce his admonition, the referee renders the customary sentence of probation for a term to be determined by his probation officer (usually about six months). Statistics support the probability that this will not be John's last visit to juvenile court.

To this point, John's story is similar to many repeated daily in Detroit's juvenile court, and the proceedings in this court are replicated in such courts in hundreds of major cities nationwide. However, because John has been selected by this referee as one of the kids who might benefit from a mentoring experience, he is given the additional probation condition of participation in Detroit's Partners Against Crime (PAC) one-to-one mentoring program. With this seemingly small addition to the court order, John's life direction may have been altered. Through compliance, John has a good chance to lead a life devoid of repeated trips into the labyrinth constituting the juvenile and criminal justice systems.

PAC's mentoring concept is one solution to the huge problem of repeat juvenile crime that plagues urban centers across our nation. The PAC program takes an adjudicated young offender and matches him/her with a community volunteer who has been screened and trained. The PAC volunteer mentors a youth a minimum of one hour per week. The mentor's role is to support the youth in his/her various endeavors, not to try explicitly to change the youth's behavior or character. Over a period of time and with persistence, a close friendship emerges based on mutual esteem. Herein lies the key to the program's success; as it is through this friendship that desired attitudinal changes can occur.

BY KIM G. FRENTZ

Young offenders sentenced to participate are first affected by the program through efforts of a PAC courtroom volunteer. These volunteers are specially trained to meet with the parent and child at the time of sentencing. In John's case, the volunteer has been an observer in the courtroom in which John was sentenced. It is now this person's responsibility to help John and his mother begin the PAC journey. Initially, uncertainty and suspicion on the parents part can sometimes lead to the child's failure to participate. Therefore, the PAC volunteer's goal is to approach the parent and child immediately after the hearing to help them formulate a positive opinion of PAC.

Like most direct service agencies, PAC enrollment includes completing paperwork, usually done during intake. For the program to be successful, it is essential that a distinction be made at intake between the generally negative court experience and the upcoming mentoring experience. Today the volunteer explains the program and overcomes initial resistance.

A little over a week later, John, his mother and four younger siblings arrive at the PAC office; they are over two hours late. They are greeted cheerfully, and the necessary paperwork is completed in an empathetic, conversational manner. Forty-five minutes later, any concern John's mother had relating to his involvement in the program has been dispelled, and John actually seems eager to get on with what he has conjured to be "meeting his mentor."

Fletcher, John's selected mentor, has been chosen primarily because his residence is near John's home. Even though Fletcher is experiencing normal mentor pre-match anxiety, he exhibits a confidence that is a byproduct of thorough training. After reviewing the PAC court file, he is now ready to be introduced to John and his mother. It has been a week and a day since John was adjudicated, and he is still weeks away from direct court supervision via a meeting his probation officer. Today's introduction to Fletcher is going to stand out as the most significant in John's juvenile justice system experience and perhaps his life.

Fletcher's training has taught him to immediately establish an alliance with the parent. PAC experience has shown that many of the PAC mentor relationships that fail do so in part because the parent chooses to make the child unavailable. In fact, most of this first meeting will focus not on John, but on his family. Fletcher further shifts focus away from the court encounter while making it clear that John should be at home and ready for their next scheduled meeting.

Fletcher is a member of a PAC chapter that was established at his church—a satellite PAC program. Though the chapter operates under PAC guidelines, it remains autonomous, with unique methods of supporting PAC trained mentors and their matches. Some of the ongoing meetings between the mentors and mentees will blend into activities already existing within the chapter. Fletcher and other mentors within this chapter have undergone thorough screening, which includes a criminal history check and completion of PAC's training series for justice system mentors.

All PAC volunteers inherently possess the number one PAC mentor requirement, the ability to become a friend. It is, however, through PAC training that the volunteers become well versed in the five characteristics PAC has determined to be pillars to successful justice system mentors. The degree to which mentors possess or learn these characteristics and successfully implement them relates directly to their degree of mentoring proficiency.

*The central and keystone pillar is friendship.* Volunteer mentors build friendships during the weekly meetings. Often just sitting and talking with a juvenile for a long period of time is difficult. Building a friendship with a young person almost always needs to include an activity: visiting each other at a PAC chapter; going for a walk; attending movies or sports events; window-shopping; playing a game; or having a soft drink and a hamburger. When mentors show that they care, that they are willing to give freely of their experience and that they accept their mentees "as they are," friendship is inevitable.

*The second pillar is that successful mentors meet regularly with their mentee.* It has been said that good intentions are no substitute for good results. All volunteers enter PAC with expectations of good things that will come out of their match to a juvenile offender, but without the one-to-one contact, there will be little or no effect. Through necessity, most people rely heavily on the phone to communicate, even with close friends and family. It is doubtful, though, that close personal mentoring friendships have ever resulted from anything other than meeting face-to-face with consistency and continuity.

*The third pillar is to listen.* Listen attentively, indefinitely, and then listen some more is a reasonable approach for PAC mentors. The most frequent need among young people today is for someone willing to listen to them. Each mentee needs to know that someone outside of his/her own immediate family or peer group really cares. PAC volunteers begin establishing

helping friendships by being good listeners.

*The fourth pillar is tapping resources.* The ability of juvenile offenders to fit into normal community life and to grow and mature into productive citizens is often due to mentors that help smooth the way into a complex society for the juvenile and their families. Volunteers often possess experience and knowledge of networks that they appropriately make available to their mentees. Once needs are identified, volunteers look into all possible areas that might benefit clients by meeting those needs. Volunteers often meet very basic needs, such as providing food for mentees and their families. Finding resources can mean getting a child involved in a recreation program, making arrangements for a tutor or helping them advance through the maze of applying for college financial aid. Persistent mentors almost always find a way of filling mentees' needs through personal or community resources.

*The last pillar is reporting.* Certainly one of the least popular tasks among PAC volunteers is that of reporting. Often volunteers perceive no relation between paperwork and successful mentoring. Unquestionably, the object of mentoring is time spent directly with the

*The mentor's role is to support the youth in his/her various endeavors, not to try explicitly to change the youth's behavior or character.*





## Five Pillars of Mentoring

1. Developing a Friendship
2. Meeting Regularly
3. Listening
4. Tapping Resources
5. Reporting



mentee; listening, becoming a friend, helping them solve problems and finding resources when needed. So why is it important to complete a written report each month? The reports are essential to relieving each mentee of their most compelling problem — being under court jurisdiction. Volunteers can accurately report to the supervising probation officer, the referee or the judge that the probationer is in fact complying with the court's condition related to PAC. Without such accountability, the court has no official way of verifying each match's compliance. To be truly successful, PAC volunteers must spend the time required each month to complete reports.

After six weeks of meetings, Fletcher is finally able to initiate discussion with John about his school attendance and performance. At first it is evident that John does not want to communicate on the subject, but Fletcher gently presses. What he finds out is that some other kids, his mother and evidently John, too, think that John is a "dumb kid." Fletcher knows this is not true.

Knowing that the mother's interest has been virtually nonexistent, Fletcher writes a personal letter to each of John's teachers. In the letters he explains that he is a court appointed mentor who is going to take a personal interest in John's future scholastic achievements. He includes a copy of the authorization to release information form, signed by John's mother at the PAC intake.

At their next meeting, John is beaming. He announces with some pride that each of his teachers has mentioned receiving a letter from his friend Fletcher. In subsequent contact with the teachers and the school, Fletcher finds that John's attendance had improved dramatically. Although his academic performance still has ample room for improvement, John has begun to exhibit interest in his schoolwork. Fletcher's sincere display of attention, and John's perception of that interest has resulted in a huge boost in John's self esteem. The friendship between Fletcher and John has fortuitously strengthened their bond. Perhaps John won't be going back to juvenile court after all.

Mentoring is being touted as one of the most cost effective solutions to juvenile crime and recidivism. In 1995, Wayne State University conducted an impact evaluation of the Partners Against Crime program. The evaluation findings indicate that recidivism was 38 percent lower for PAC clients compared to the control group and more than 50 percent

lower for PAC clients than for probationers who refused to participate in PAC.<sup>1</sup>

The results of the PAC program for Detroit continue to be impressive. Young boys and girls who might otherwise only see a probation officer once or twice during their probation now see a mentor an average of fifty hours during the same time period. Kids that appeared to be caught in the justice system downward spiral have new hope. They are improving in school, they are better able to cope with their family situations, and they are staying out of trouble. Individuals from the community taking time to demonstrate that they truly care make the difference.

### Endnotes

1. Martin, D., A. Kusow and A. Thomson. "Impact Evaluation of Partners Against Crime (PAC) in Detroit, Michigan." Detroit: Wayne State University, Center For Urban Studies, College of Urban, Labor and Metropolitan Affairs (1995): 21. □

*Mr. Kim G. Frentz is the program director for Partners Against Crime.*

*The Partners Against Crime (PAC) program was established in 1991 by Volunteers in Prevention, Probation and Prison, Inc. (VIP<sup>®</sup>). VIP<sup>®</sup> encourages and supports a nationwide network of community-based volunteer programs operating within the criminal justice system. In addition to providing service to the court and the citizens of Detroit, operating a volunteer program enables VIP<sup>®</sup> to remain closely aligned with the programs and the needs of volunteer programs it seeks to foster and support. PAC and VIP<sup>®</sup> share administrative offices in Detroit.*

### For more information, contact:

Partners Against Crime  
163 Madison Ave., Suite 120  
Detroit, MI 48226  
(313) 964-1110

# **Intensive Supervision Officers Survey: Officer Attitudes and Orientations**

## **Introduction**

The “get tough” on crime policies of the 1980’s created unprecedented prison overcrowding and an explosion in community supervision populations (Johnson, Flanagan, and Bennett 1996). In 1993, the average probation caseload size in Texas was 151 offenders per officer (del Carmen, Dailey, and Emerson 1996). A May 1996 report by the Criminal Justice Policy Council (Reed 1996) indicated that in 1993, 136,177 adults were receiving direct probation supervision in Texas, a 67 percent increase since 1987. In addition, the number of probationers in the state increased by 19,524 in 1995 and 18,581 in 1996 (Texas Department of Criminal Justice Public Information Department 1997).

In response to competing demands created by the contradicting issues of prison overcrowding, shrinking budgets, and public outcry for offender accountability, judges and correctional executives turned to longer sentences and stricter community release standards. One proposed solution that enjoyed tremendous popularity in the 1980’s was intensive supervision probation (ISP). ISP, as a supervision strategy, is based on the notion that when offenders are closely monitored they will be less likely to engage in anti-social behavior. These programs have often emphasized concepts such as frequent contacts with the offender, the use of electronic monitoring devices, frequent substance abuse testing, and other surveillance oriented supervision techniques. ISP programs at first seemed to be the panacea that criminal justice policy makers had long been searching for. This supervision initiative vowed to offer an immediate solution to the prison crowding problem while maintaining a philosophy consistent with the “get tough” on crime attitude of the public. However, much of the evaluative literature suggests that ISP falls short of fulfilling the goals of enhancing public safety, providing a cost effective alternative to incarceration, and resolving the prison crowding problem (Petersilia and Turner 1991; Fulton and Stone 1993; Gendreau, Clark, and Gray 1996).

Research has suggested that a positive correlation exists between lower recidivism rates and supervision strategies that encompass counseling, employment, victim restitution, and community service requirements (Andrews, Zinger, Hoge, Bonta, Gendreau, and Cullen 1990; Petersilia and Turner 1991). Therefore, it has been argued that the paradigm regarding ISP and punishment needs to shift, focus more on rehabilitative oriented supervision strategies, and become less entrenched in surveillance strategies and control mechanisms (Petersilia and Turner 1991; Wheeler

1991; Fulton and Stone 1992; Matthews, Fulton, Stone, 1993; Fulton, Gendreau, and Paparozzi 1995; Gendreau, Clark, and Gray 1996).

Since ISP programs gained popularity as an alternative sentencing option in the 1980’s, a vast amount of research has been completed regarding its effectiveness, or lack thereof. However, one aspect of ISP that appears to be lacking in the literature, especially in the current literature calling for a paradigm shift, pertains to the attitudes and perceptions of the personnel who actually conduct the supervision, the line staff. Whitehead and Lindquist (1987) suggested that line officer orientations, attitudes, and observations provide a rich source of information for policy development and program conceptualization. As such, the Texas Intensive Supervision Officers Survey - 1996 sought to obtain feedback from intensive supervision probation officers in an effort to ascertain their perceptions of ISP, suggestions for improving the effectiveness of ISP programs, and their correctional orientation. The survey was guided by four primary research questions:

1. What are the characteristics of the various ISP programs currently in existence in the State of Texas?
2. What are Texas’ ISP officer’s attitudes toward the existing ISP programs currently in existence in the State of Texas?
3. What is the correctional orientation of ISP officers in the State of Texas?
4. Do ISP officers support characteristics of the prototypical intensive supervision program promoted in 1993 by the American Probation and Parole Association?

## *Methodology*

For this study, a self administered survey design was employed resulting in a questionnaire entitled Texas Intensive Supervision Officers Survey - 1996. The questionnaire consisted of 62 items divided into three sections which took approximately 15 minutes to complete. Respondents were also offered the opportunity to provide narrative responses regarding differences between ISP and regular probation supervision and suggested improvements to ISP programs.

In an effort to survey as many of the state’s ISP officers as possible, each community supervision and corrections department (CSCD) was contacted by telephone to determine if they operated any type of ISP programming, and if so, how many officers supervised such cases. For purposes of this study, ISP programming represented any form of

probation supervision that exerts a greater deal of, or a special type of, supervision than that delivered to offenders placed on regular probation supervision. This included any type of intensive supervision program, specialized caseload such as a sex offender caseload (excluding Substance Abuse Felony Punishment Facility caseloads), and surveillance supervision. These phone calls revealed that 78 of the 121 CSCDs in Texas, or 64.5 percent, operate some type of ISP in their jurisdiction. In addition, these departments employed 417 possible respondents.

The correct number of questionnaires, (the number of possible respondents given during the telephone interviews), were mailed to the director of each participating CSCD, who was then asked to distribute the surveys to prospective participants within their agency. Respondents were asked to respond to the survey and return it in a pre-postage paid return envelope which was provided with each questionnaire. Because individual respondents were not identified, a follow-up letter was sent to each participating director approximately two months after the initial mailing, requesting that they encourage their officers to reply to the questionnaire. Despite the tremendous workloads encountered by community supervision officers, a total of 266 surveys were returned and used in the analysis for this project. This equates to a 63.8 percent return rate.

## Findings

### *Characteristics of Survey Respondents*

The average age of the respondents was 36.72 years. Officers supervising these caseloads were typically Anglo (68.1 percent) and more than half were male (55.4 percent). Of the 263 survey participants providing academic achievement data, 40 had obtained a master's degree, while one officer reported that he had obtained a Ph.D. A slight majority (53.9 percent) of the respondents possessed at least five years of experience as a community supervision officer, while 15.1 percent of those had obtained over a decade of service to this profession. In addition, 23.2 percent of the responding officers had some casework experience prior to becoming a community supervision officer.

### *Characteristics of Existing ISP Programs in Texas*

In an effort to divert felony offenders from incarceration, intensive supervision programs sought to provide services to those offenders who posed a high risk to the community or possessed a high degree of need in a particular area, or both. As a result, two major types of ISP emerged: regular intensive supervision probation caseloads dealing with high risk offenders who frequently possessed a high degree of need as well, and specialized probation caseloads. These specialized caseloads were designed to specifically meet the special needs of a particular group of probationers such as sex offenders, substance abusers, or mentally ill offenders. This continues to be the case in many adult community supervision departments throughout Texas today. In the departments which chose to participate in this research, only 27.4 percent of the respondents indicated that they supervised intensive supervision caseloads, while almost half, 48.7 percent, of the officers revealed that they supervised some type of specialized caseload. Two of the more common specialized caseloads were those dealing with sex offenders (21.3 percent) and those dealing with offenders who exhibit substance abuse problems (15.6 percent).

As previously mentioned, ISP in Texas was originally created with the hope of keeping some of the "lower-risk" felony offenders supervised in the community rather than occupying precious space in the state's penal

institutions. However, throughout the years it appears as though some department heads and local community leaders saw the promise in ISP to alleviate crowding problems in county jails by diverting misdemeanor defendants as well. This was evidenced by the fact that 61.7 percent (n=163) of the respondents who supervised intensive supervision cases did so for misdemeanor offenders, 1.1 percent of which supervised misdemeanor offenders only. Notwithstanding, it must be noted that 37 of those 163 respondents supervised caseloads comprised of both felony and misdemeanor offenders. It is possible that these respondents supervised the felony cases on ISP while supervising the misdemeanants under regular probation. Nonetheless, ISP programs now appear, at least in some instances, to be serving populations not originally intended for ISP.

**In an effort to divert felony offenders from incarceration, intensive supervision programs sought to provide services to those offenders who posed a high risk to the community or possessed a high degree of need in a particular area, or both.**

Although the Community Justice Assistance Division (CJAD) set certain standards and guidelines regarding caseload size, frequency of offender contact, and frequency of assessing the probationer's progress, they give probation departments broad latitude in operating ISP programs to fit local community justice needs. These guidelines suggest that ISP caseloads should not be comprised of more than 40 cases. The typical respondent's caseload was comprised of anywhere from 41 to 60 offenders excluding those who supervised mixed caseloads, at any given time. An overwhelming number of survey participants (85.9 percent) agreed that a majority of the offenders they supervised were considered to be high risk or need. Those offenders were required to report to their probation officer at least once per week (32.2 percent), although almost as many officers (31.4 percent) revealed that offenders on ISP only had to report to their officer once every other week. Less than 20 percent of the responding officers conduct field/home visits on more than a monthly basis, while 6.5 percent revealed that they never conduct field work.

One common argument against intensive supervision probation programs is that while they have led to an increase in the quantity of supervision there is a lack of emphasis on the quality of supervision. The survey used for this research sought information regarding indicators of quality supervision. ISP literature prepared by the American Probation and Parole Association was used to formulate a variety of questions aimed at measuring quality of supervision practices. Officers were asked how they spent their time with offenders. One hundred and twenty-six of the officers (50.8 percent) who returned the survey indicated that they spent most of their time monitoring the offender's compliance with the rules of supervision such as making sure that the offender made the monthly financial payment, ensuring that the probationer met counseling and community service obligations, and checking for any new arrests, all of which are tasks that can be accomplished without ever meeting with the



client on a face-to-face basis. It should be noted that the survey participants were not provided with the above tasks as a definition of the concept of monitoring compliance; however, their choice of response did include counseling with the offender (35.9 percent) and making referrals to address the offender's problems (12.5 percent).

#### *Texas' ISP Officers Attitudes Toward Existing ISP Programs*

By supervising offenders at more restrictive levels and offering rehabilitative services, it was believed that institutional overcrowding could be eased without jeopardizing community protection. In an attempt to determine if offenders on ISP receive stricter supervision and more services than those supervised on regular probation, survey participants were asked to respond to the following question: "The way I see it, other than more frequent contact with the offender, there is no difference between ISP and regular probation." A majority of the respondents, 61.1 percent, disagreed with this statement, which could indicate that offenders in Texas are receiving more specialized services when supervised under intensive supervision programs.

Although several questions were asked in order to answer this research question, the most revealing responses about the attitudes of officers toward ISP came from the level of agreement with the statement, "ISP, as it is designed today, is an effective tool in dealing with offenders." A majority, 64.5 percent, agreed with this comment, while only 11.7 percent disagreed with the statement; an additional 23.8 percent neither agreed nor disagreed.

**Although a majority of respondents did not choose rehabilitation as the most important goal of ISP, it still appeared to be extremely important. Retribution, or punishing offenders for their crimes, was chosen among survey participants as the least important goal of ISP.**

The final portion of the survey gave respondents an opportunity to provide narrative responses in two areas. First, survey participants provided feedback on the perceived differences between ISP and regular supervision. The most common response to this item indicated the primary perceived difference between ISP and regular probation was that persons on ISP have more frequent contact with their supervision officer. This included office contacts, home contacts, or field contacts. One hundred and forty-four respondents indicated this was a major difference between intensive supervision and regular probation. The next most prevalent written comment (n=117) included answers such as more frequent urinalysis, more mandated electronic monitoring, and stricter rules. These responses were classified as "more restrictive." Only a few responses (n=4) were received indicating that the community is better protected by intensive supervision, one of the primary responsibilities of community corrections. One hundred and fifteen officers indicated that one of the primary differences between ISP and regular probation was that persons on ISP tend to pose a greater risk to the community in which they reside and/or they possess a much greater need for rehabilitative programming. Related to this, another category of responses (n=49) revealed that officers believed that ISP offenders were required to complete treatment oriented programs more often and have greater

access to treatment programs than do their counterparts supervised under regular supervision.

The second question soliciting narrative responses seemed to reveal even more about intensive supervision probation officers attitudes than did the above discussion. This question asked officers what changes they would make to improve ISP. While there were a variety of responses to this question, there were two comments that were given most often: 63 officers commented that ISP caseloads need to be reduced in size so as to allow for better supervision, and 35 persons indicated that the state needs to provide more resources for ISP programming; they were not specific about what type of programming would be utilized with the additional resources.

The imaginative responses to the survey item, "If you could make improvements to Intensive Supervision Programs, what changes would you make?" revealed that participating ISP officers possess a myriad of ideas to enhance intensive supervision probation programs. Twelve officers believed that there should be specialized training focused on dealing specifically with intensive supervision issues, one of which even suggested that there be a separate certification process for ISP officers. Another respondent suggested that all unemployed ISP offenders be required to report to their supervision officers daily. Several officers also proposed making intensive programs more specialized. This means that officers would specialize in, and supervise, a common group of offenders such as drug abusers, gang members, or sex offenders.

Other answers to this question revealed that some officers were not pleased with some aspect of their department's ISP program. Twenty-five respondents believed that violations of ISP should be dealt with more swiftly and severely. One officer even noted that ISP officers should be able to obtain an immediate warrant once a violation of the conditions of supervision had been detected. On a related note, five survey participants revealed that ISP programs should serve as a final opportunity for offenders prior to being incarcerated. In addition, one other officer suggested that intensive supervision probation should be eliminated altogether, while another felt as though the entire philosophy of ISP should be reconsidered. Unfortunately, this respondent did not provide an alternative philosophy.

#### *Correctional Orientation of Texas' ISP Officers*

Respondents were asked to rank the four basic correctional philosophies; retribution, incapacitation, rehabilitation, and deterrence; according to what they think the goal of intensive supervision should be with 1=most important goal and 4=least important goal. The data demonstrated that incapacitation, with a mean score of 1.56, is the correctional philosophy of choice among responding ISP officers, followed by rehabilitation (1.88), deterrence (3.03), and retribution (3.43). Incapacitation was chosen as the most important goal of ISP by 60.7 percent (n=150) of the respondents. The next highest number, 35.3 percent (n=89), chose rehabilitation as the most important goal, while only 5.9 percent (n=14) chose deterrence and 4.2 percent (n=10) chose retribution. The total percentage exceeds 100 percent as not all respondents ranked each choice, as such, the number of valid cases for each response differs.

Although a majority of respondents did not choose rehabilitation as the most important goal of ISP, it still appeared to be extremely important. The first evidence of this comes from the narrative responses in which 35 persons believed that the state needs to increase funding for ISP programming, assuming that the programming is rehabilitative in nature. This was also evidenced by the fact that 68.0 percent (n=181) of the survey participants agreed that rehabilitating offenders so that they are less likely to engage in future law breaking was the most important

**Another survey item dealing with the importance of incapacitation asked participants to agree or disagree with the idea that keeping a close watch on offenders should be the primary function of an intensive supervision program. Survey responses indicated overwhelming support for this concept.**

function of intensive supervision probation programs. Similarly, 52.1 percent agreed that the treatment of a probationer's problems is essential in ISP.

Retribution, or punishing offenders for their crimes, was chosen among survey participants as the least important goal of ISP. Two other survey questions asked about retribution. In the first item, the survey solicited opinions on whether the primary function of ISP should be to punish offenders for their crimes. Only 12.8 percent of the participants agreed that punishment should be the primary function of intensive supervision, while an overwhelming 61.9 percent disagreed and an additional 25.2 percent remained neutral. However, a little larger number, 30.8 percent (n=82), agreed that the conditions of ISP should be harsher so that offenders are adequately punished for their wrongdoing. Nonetheless, 41.8 percent (N=111) of the respondents still did not agree with this concept; the remaining 27.4 percent neither agreed nor disagreed.

Deterrence, both primary and secondary, continues to be an important philosophy in the criminal justice system. Nonetheless, many of the survey respondents remained neutral in their attitudes toward the concept of using ISP as a deterrent tool. When survey participants were asked to rate their agreement (1=agree and 5=disagree) with the statement, "Making sure that offenders learn the consequences of criminal behavior is the most important function of ISP" the responses yielded a mean score of 2.88, indicating that survey participants only slightly agreed more than they disagreed. In fact, 40.2 percent agreed in comparison to 31.2 percent who disagreed. An additional 28.6 percent chose neither to agree nor disagree. Responses to the statement, "ISP should be designed to teach offenders, as well as others, that crime does not pay" indicated that 44.0 percent of the respondents agreed compared to the 23.6 percent respondents who disagreed; 32.3 percent neither agreed nor disagreed.

With the introduction of more dangerous offenders on probation, the protection of society through closer monitoring of offender's actions has become a major concern for community corrections. Incapacitation is the correctional philosophy most closely related to the ideal of public protection. In fact, for purposes of this survey, incapacitation was defined as, "to protect society by monitoring offenders so closely in the community that they have a lower risk of victimizing anyone." A majority of those returning surveys, 60.7 percent, indicated that incapacitation was the most important goal of ISP.

Responses to other questions throughout the survey offered additional insight into officer's attitudes regarding incapacitation. One such survey item sought to determine officer's attitudes toward the use of various strategies to enhance incapacitative efforts. Two common tools used in the effort to control offenders are curfews and electronic monitoring technology. A majority of survey participants, 54.7 percent, agreed that all offenders ordered into an ISP program should be required to abide by a curfew or electronic monitoring; 30.9 percent disagreed while 14.4

percent neither agreed nor disagreed.

Another survey item dealing with the importance of incapacitation asked participants to agree or disagree with the idea that keeping a close watch on offenders should be the primary function of an intensive supervision program. Survey responses indicated overwhelming support for this concept. Almost 80 percent (79.7 percent) agreed with this idea as opposed to the 4.5 percent who disagreed; 15.8 percent of the responses were neutral.

#### *Support For the Characteristics of a Prototypical ISP*

In 1993, Matthews, Fulton and Stone, in *A New Direction For Intensive Supervision Programs in Probation and Parole*, which was prepared by the American Probation and Parole Association (APPA), suggested redefining the mission and goals of ISP. In doing so, they provided several criteria they thought should be met in order for ISP to be successful. Several questionnaire items were asked in an effort to determine if respondents support these recommendations.

The first suggestion recommended that probation department personnel have more input into the decision to admit an offender into the ISP program. This would assist in eliminating political and other negative influences in the determination of placement into the program. According to the collected data, 85.9 percent of the officers surveyed advised that defendants currently must be court ordered to participate in their intensive supervision programs, indicating that judges primarily make the placement decision. Respondents were also asked whether or not they agreed with the idea that probation personnel should be responsible for making such a decision. Surprisingly, only a slight majority of officers, 55.1 percent (n=145), agreed that they should have such authority.

The second essential element listed involved reserving intensive supervision program participation for those offenders that exhibit a high level of risk to the community and/or demonstrate a high degree of need. This is important so that scarce ISP resources are not wasted on lower risk offenders who could be effectively supervised with fewer resources under less stringent rules and conditions. The vast majority of the respondents (75.6 percent) did not agree with this concept. This is particularly noteworthy considering the fact that many of the respondents had indicated in the survey that ISP resources were too limited. It may be possible that the survey item, as written, was misinterpreted.

**The majority of the ISP officers returning the survey agreed that probation officers should be more experienced in order to effectively supervise ISP cases.**

The next essential element suggested for a successful ISP proposed that caseloads be kept small so that officers can devote more time to the offender. It was suggested that caseload size be limited to 20 to 30 offenders per officer. Only 38.4 percent of the survey participants (excluding those supervising mixed caseloads) had fewer than 40 cases at any given time. Although no survey items dealt directly with this topic, respondents readily shared their views when given the opportunity to list ways to improve ISP. Sixty-three of the 197 survey participants who offered improvement ideas indicated that smaller caseloads were necessary in order to improve ISP in Texas.



The fourth essential element recommended a system of rewarding offenders when they exhibit positive compliance and progress. Community corrections officers, in dealing with defendants, often have to respond to negative offender behavior as this often signifies that a problem exists. It is important that these problems be adequately and expeditiously addressed by the officer and the offender so as to maximize the possibility of success. This frequently takes precedence over responding to positive behavior. Matthews, et al., (1993) indicated that few current ISP programs possess such a reward system. The survey participants were asked to agree or disagree with the statement, "Rewarding ISP offenders for compliant behavior is very important to the success of an ISP program." Although 22.3 percent (n=59) of the respondents neither agreed nor disagreed, a slight majority, 54.7 percent (n=145), agreed with the ideal of rewarding positive behavior while the remaining 23.0 percent disagreed.

The last essential element suggested for a successful ISP program, according to the APPA, involved the qualifications and experience of officers who supervise intensive supervision probation cases. Although they did not provide a specific acceptable level of experience, Matthews, et al. (1993) did recommend that ISP officers need to have "several years" of corrections experience. In the initial phase of this research project, all Texas adult probation departments were contacted to determine if they operated ISP programs. Many of the departments which were excluded from participation in this project were left out because they had no assigned officer to supervise these cases. The contact person of many of these departments advised that all officers within their organization, even those with little or no experience, supervised ISP cases on an "as needed" basis. Also, 44.7 percent (n=119) of the survey respondents revealed that they possessed less than five years of experience in the community corrections field.

Nevertheless, the question still remains, do Texas' ISP officers agree that ISP personnel should possess more probation work experience than those officers supervising regular probation caseloads. The majority (83.5 percent) of the ISP officers returning the survey agreed that probation officers should be more experienced in order to effectively supervise ISP cases.

## Conclusion

Whitehead and Lindquist (1987) indicated that community corrections line staff can offer valuable input into how agency policies are implemented. While the data from this survey do not represent all ISP officers, they do provide several suggestions for restructuring ISP. First, ISP programs should be designed around two primary goals, public protection and offender rehabilitation. However, program administrators must be careful to guard against one goal superseding the other. A balanced approach must be obtained.

Next, intensive supervision probation has the potential to positively impact offender behavior, but resources must be increased so that ISP caseloads can be kept small enough to allow officers to devote adequate time and energy to their clients. Much of an officer's time is spent responding to crises such as the loss of a job, a new arrest, or family problems. When caseload size restricts an officer to just visiting with an offender once per month, such problems may have already escalated to the point that the officer is unable to do anything about them. Also, an officer must spend a large amount of energy monitoring an offender's compliance with the technical conditions of supervision such as paying court ordered fees and completing community service requirements. When probationers are required to report more often, the officer can

**ISP officers should have access to specialized training focusing on the guidelines and details of operating ISP programs and the uniqueness of supervising special needs offenders.**

provide much needed support and guidance. The lack of ISP resources often makes this impossible.

Respondents also indicated that ISP programs could be more effective if they were more specialized. There were three common components of this specialization. First, specialized caseloads should continue to deal with special needs of the offenders. Next, probation officers who supervise these special cases must possess more experience in conducting casework than those officers supervising regular probation caseloads. Also, these officers should have an expertise in dealing with specialized offender populations. For example, an ISP officer supervising substance abusers should have a background in substance abuse counseling. Finally, ISP officers should have access to specialized training focusing on the guidelines and details of operating ISP programs and the uniqueness of supervising special needs offenders.

Community corrections populations continue to grow. Approximately 428,000 persons were being supervised, directly or indirectly, on probation in Texas last year (Texas Department of Criminal Justice Public Information Department 1997). Therefore, the need for access to effective means to positively influence offender behavior and reduce recidivism will continue to be issues facing criminal justice practitioners. Intensive supervision probation holds a great deal of promise in accomplishing the goals of community supervision. However, until ISP programs can prove that they actually assist the majority of offenders participating in the program in becoming productive citizens, public attitudes toward alternatives to imprisonment will remain unchanged and citizens will be forced to deal with the increasing financial and social burdens that have become associated with the unprecedented imprisonment of offenders in the 1980's and 1990's.

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*Toby Ross is the Deputy Director of the Judicial District Community Supervision and Corrections Department in Huntsville, Texas. W. Wesley Johnson, Ph.D. is the Assistant Dean of the College of Criminal Justice at Sam Houston State University in Huntsville, Texas.*

# Call for Presenters

## American Probation and Parole Association 23<sup>rd</sup> Annual Training Institute Norfolk, Virginia – August 30 - September 3, 1998

The American Probation and Parole Association together with the Virginia Probation and Parole Association, is please to issue a call for presenters for the 23<sup>rd</sup> Annual Training Institute. The Institute will be held in Norfolk, Virginia, on August 30 - September 2, 1998. 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:*

- Community Justice Initiatives and Innovations
- Program Specializations in Community Supervision and Corrections
- Technological Innovations
- Executive Management
- Parole Issues and Post-Incarceration Supervision Strategies
- Juvenile Justice Sentencing and Programming Strategies
- Pre-Trial Services
- Sentencing Strategies and the Judiciary
- Multi-Agency Collaboration/Interdisciplinary Participation

The above suggested topics are not all-inclusive. Other topics related to the field of community supervision and corrections are acceptable.

### *Submission Guidelines*

*Persons interested in submitting a proposal for consideration should forward the following:*

- 1) Workshop title
- 2) One-page summary of the proposed workshop
- 3) Names and complete mailing addresses of all the proposed faculty
- 4) Brief resume or vitae

### *Presentation summaries may be mailed/faxed to:*

Bruce Gibson, Director  
Adult Probation Department  
48 North Market Street  
Batavia, OH 45103  
(513) 732-7356  
fax: (513) 732-7347

Dee Bell, Program Director  
Georgia Board of Pardons and Parole  
Suite 458, East Tower  
2 Martin Luther King, Jr. Drive  
Atlanta, GA 30334  
(404) 657-2071 fax: (404) 651-7075  
e-mail: deeb@mail.doas.state.ga.us

Presentation summaries should be received by **November 1, 1997**. Ideally, a presentation panel should consist of two or three persons. The intensive tracks will be required to complete the American Probation and Parole Association Accreditation and CEU Standards application. Annual Institute program track committee members will contact the person who nominated the workshop(s) to indicated their selection for the Institute. Please note that it is the APPA policy that, regrettably, expenses and fees associated with participation cannot be reimbursed by APPA.