

PERSPECTIVES

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Corrections and the Community: The Times are Changing



PRESIDENT'S MESSAGE

Looking to the Future: Some Thoughts on Vision, Practice and Relevance

Few things are more exciting than the ability to have something to say about shaping your professional destiny! Over the years, many of us have struggled individually and collectively to do just that. In recent years, however, the pace of change has quickened at the same time that the need to have input into policies and practices, primarily derived from constituencies outside of the practitioner milieu, has intensified.

Our association continues to be at the forefront when it comes to providing leadership regarding where we should be going, how we should get there, and how we can best articulate our value both to ourselves and to those who live outside of the practitioner world.

Where Should We Go?

The question of where we should be going as a profession speaks to vision. Some years ago, under Al Schuman's leadership, we embarked on a groundbreaking project – identifying a vision for probation, parole and community corrections. The result was APPA's Vision: "Community Justice and Safety for All." In developing our vision, our core values as a profession were clarified. If I may be so bold as to summarize on our collective behalf, those values are: maintaining public safety at all times; remaining vigilant in addressing the needs and desires of community constituencies; and developing partnerships with public, private and community groups in order to effectively provide justice for all. These core values speak to who we are; in some cases who we want to be. It is essential, however, that we not look at our vision from the sole context of the practitioner world as "insiders." The vision is best understood in a broader, community justice context.

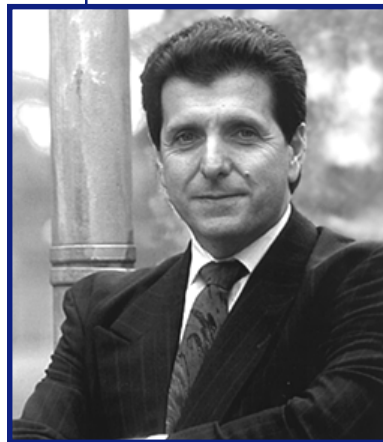
A broader context leads us to consider what it is that communities envision for the practice of probation, parole and community corrections. Interestingly, as more is learned about the communities' vision of justice, the convergence of that vision and APPA's vision becomes increasingly apparent. While it is true that conclusions as to the needs and desires of communities is often time presented as anecdotal, we are getting the same message from many sources. These sources are: community meetings; community policing initiatives; professional association, politicians, judges and victims' advocates – many of whom are APPA members; yes, and even scholars. These constituencies, diverse as they may be, are proffering a unique message regarding what community stakeholders expect from our profession. Perhaps inappropriately, these constituencies are often referred to as "outsiders" by the practitioner world. It should not be surprising to learn that these so-called outsiders generally want what the insiders (practitioners) want (i.e. some punishment, some incapacitation, lots of prevention and future crime control through offender rehabilitation).

How Should We Get There?

The four major outcome expectations just noted are certainly nothing new. What may be new is the notion that a true community justice model demands inclusion of all four components. Perhaps, a recognition that the four outcome expectations are not necessarily mutually exclusive, nor are they necessarily grounded in utilitarian outcomes like reductions in recidivism or increases in restitution collected. Punishment, for example, speaks to expressive or emotional concerns more than it speaks to utilitarian outcomes. Because a community's desires or needs fall within the realm of the expressive, it is no less important as an outcome expectation.

Problems arise, however, when our thinking is not clear regarding what we can expect from correctional policies grounded in principles pertaining to each of the four major outcome expectations identified above. In this regard, practitioners and professional associations have a responsibility to provide leadership to outsiders, and in some instances, insiders.

Leadership responsibilities carry with it the obligation to inform the discourse on policies,
(cont. on page 7)



Mario A. Paparozzi

President's Message (cont. from page 3)

practices and results in theoretically, if not empirically, relevant ways. The importance of this responsibility cannot be overstated. Failure to do so will fuel the fires of funding programs based upon faddish precepts and will ultimately produce disappointing results – results that are valued by neither the insiders nor outsiders!

How Can We Best Articulate Our Professional Value?

In the ideal, our vision and values provide the foundation upon which mission, goals, objectives and performance rest. Indeed, this is the very model developed by our association in its monograph entitled, *Results-Driven Management: Implementing Performance-Based Measures in Community Corrections*. The APPA monograph sets forth a process for developing relevant practices, standards and performance-based measures in probation, parole and community corrections.

It is much different to speak of vision and values than to live them day-to-day and bring them to life. For this to happen, there must be clarity regarding answers to the questions of “where are we going?” and “how do we get there?” As well, the fruits of our labors intermediate and long term performance measures. Results-based performance measures tell the world whether or not what gets done matters.

Clearly, that which matters has value, and to the extent that the value is obvious. Funding and other forms of increased positive attention to the profession will result. In this sense, our profession is not different than any other. The maxim is a simple one: if there is not perceived value, there is no interest from outsiders, and to a large extent, insiders as well. Indeed, why would we expect anything different?

Results-oriented performance measures, more so than any other single organizational mechanism, convey to all staff the tasks and outcomes that are valued. Moreover, a focus on results focus ongoing analysis of the efficacy of policies and practices as well as the relationship between practices and the various outcome expectations held by stakeholders. Such an approach, when rigorously applied, will make best practices for achieving a given outcome expectation obvious. At the same time, mediocre and worst practices will be ferreted out and exposed.

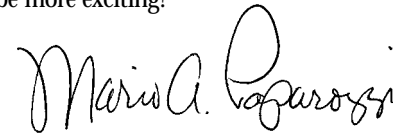
Once a relationship is established between a practice and an outcome, at least theoretically and at best empirically, it earns the right to be labeled a best practice. Without such a principled approach to the practice of our profession, we will be contributors to the policy confusion that has been our albatross for too

long.

The work of APPA's Research and Technology, Positions, Accreditation and, newly established, Community Justice committees will play key roles in advancing the principled approach to community justice discussed herein. If successful, we will be well on our way to having identified best practices, professional standards and a basis for accrediting or assessing the relevance of services provided by various organizations.

Shaping our future is an ongoing journey,

and the road ahead is challenging. Working together through the American Probation and Parole Association is a great way to rise to the occasion. Professionally speaking, what could be more exciting?



Comments from APPA Executive Committee Members

Earlier this year the APPA membership elected various members of the Executive Committee and Board of Directors. These newly elected leaders will help guide and direct the Association as we approach the new millennium. The following are comments from a few of our new leaders expressing their goals and objectives for the new term as well as sharing their approach to their new responsibilities.



Vice President

Terry Borjeson
Deputy Director
Office of Chief Bail
Commissioner
Rocky Hill, Connecticut

I wanted to take this opportunity to thank all of you who supported me through the nomination and election process for Vice President. I also want to thank the members of the New England Council on Crime and Delinquency, The Massachusetts Office of Public Safety and the Massachusetts Probation Services for the fine work they did on the recently completed Annual Training Institute in Boston, Massachusetts, August 17-20, 1997.

The challenges facing the American Probation and Parole Association and the community corrections field over the next two years are many. In order to thrive in an environment that is clearly oriented towards punishment and incarceration we must educate people to the value of community corrections.

As you know, the previous leadership of our organization involved us in a vision process to develop our message. This process has given us a clear direction concerning utilizing partnerships and maintaining a balanced approach of prevention, intervention and advocacy. The articulation of this message is imperative as we have come under increased scrutiny by the public and the legislature. We must show that our programs are effective and that we have the ability to protect our citizens.

I believe APPA is the vehicle necessary to both continue to educate the public on the need for community corrections and to create partnerships with various legislators, corporations, victim's groups and the public to promote an effective community justice agenda.

As the leadership of APPA, we must engage members of the public, our staff and key stakeholders in a dialogue concerning ongoing education and collaboration. We must develop policies and programs that make sense and empower

our staff and others to build upon them. We must ensure proper training for all personnel and act as role models for our vision through effective leadership. We must implement performance-based measurements and use that information to improve our programs and policies in an atmosphere of continuous quality improvement.

In addition to the community partnerships and the balance of prevention, intervention and advocacy, other trends must be supported by our organization in the future. These include but are not limited to:

1. Increasing the use of technology (particularly information technology) to enhance our efficiency and expand supervision capabilities;
2. Endorse the concept of restoration of the offender;
3. Celebrate the diversity of our staff and client population; and
4. Continue to stress the need for staff safety.

I think it is also imperative that as an organization we expand our focus beyond adult probation and parole into the juvenile justice and pre-trial services areas of community corrections. I think it is also important that we clearly articulate the role that external service providers should play in this continuum.



Secretary

Dot Faust
Deputy Chief
Maricopa County Adult
Probation Dept.
Phoenix, Arizona

One definition of leadership is simply the ability to move an organization through change. Through outreach efforts, publications and regional training, APPA members should be able to get most of the information we need to foster positive change in our home departments. For those who want to learn to be leaders, actually trying on the role can be helpful. There are certainly plenty of leadership roles available on APPA committees to provide professional

growth opportunities for those willing to stretch and learn.

Leaders spend time reflecting about the needs of their organizations and thinking about the outside forces affecting their professions. APPA Institutes and local affiliate meetings provide opportunities for budding leaders to exchange ideas, argue theories, and listen and muse about new possibilities.

Would-be leaders learn from others, reading about their work and finding mentors whenever possible. Publications like *Perspectives* and APPA's manuals and handbooks continue to showcase leadership efforts in research and the field. APPA provides ample opportunities at training institutes and meetings to mingle with leaders in our field and to form mentoring relationships that probably benefit both parties.

Leaders encourage and pay attention to the expression of viewpoints different from their own. Through institute panel discussions and the development of issue papers, APPA can instigate debate that involves the outskirts of our profession as well as the central core.

Leaders envision the future and help others see and understand it. APPA's vision statement paints an image of fairness, safety and hope for the community to embrace.

Finally, leaders know who they are and check their actions against unwavering moral principles. APPA's mission articulates the basic beliefs that define and unite us as members, modeling our values for the public and other practitioners.

In many ways, APPA has taken an effective leadership role. We certainly need more leaders-in-waiting to assume the mantle and help us step up to the next level. The continual need to move and change with the rest of the world means that APPA can never have too many leaders among its membership. There's certainly room for each of us!

As a member of the APPA Executive Committee, I will try to ensure that APPA remains the organization that represents all those professionals who play a variety of roles within an ever-widening circle of partners. I commit to

contributing my energy and time toward continuing the growth and professional development of APPA.



At-Large Member

Andrew Molloy
Special Programs Manager
Dept. of Corrections
Division of Field
Operations
Richmond, Virginia

The chance to serve on the APPA Executive Committee as an at-large representative is an exciting opportunity to become more involved in the Association's leadership, as well as an opportunity to better serve the membership. One goal I have, is to work towards increasing membership. It is essential that APPA increase membership at all levels, especially at the line staff level. Increased membership results in APPA becoming a stronger voice from community corrections. Line staff representation needs to be increased among the general membership as well as on the board of directors.

Another goal is to continue to address the issues surrounding officer safety. Offenders are putting officers at risk on a daily basis. There is a need for more and enhanced training. APPA can be the vehicle to provide that training.

There is also a need to increase training and technical assistance related to working with special population offenders. These populations include the mentally handicapped, physically challenged and sex offenders. Again, APPA can be the source to provide this training and technical assistance.

APPA must continue to take a leading role in community corrections initiatives. We must seek out grant funding and continue to work closely with national agencies like the National Institute of Corrections, National Institute of Justice, Bureau of Justice Assistance and National Council on Crime and Delinquency.

This is a new endeavor for me personally, and I look forward to the challenge of working closely in a leadership capacity. □

CORRECTION

The Fall 1997 issue of *Perspectives* incorrectly reported the election winner of Region 11. The new Regional Representative for Region 11 is Kathy Waters, Deputy Director, Division of Probation & Parole, Edmond, OK.

Breaking The Cycle

Research has long ago demonstrated an important connections between the consumption of illicit drugs and the commissions of crimes. Quite simply, persons who consume drugs are more likely to commit crimes. Moreover, the more drugs they consume, the more crimes they do. These connections are empirically valid and intuitively obvious. However, what isn't obvious, is what to do about them.

The nation's War on Drugs focused public attention on drug problems, and it increased public resources devoted to drug abuse. While many of these resources were directed toward interdiction efforts, others went to curb various demands for drugs. Not surprisingly, considerable shares of these demand-side resources have targeted criminal justice populations. Applications of anti-drug resources within state and local criminal justice systems have increased prevention and awareness efforts in jails, implemented the use of drug testing and monitoring programs in pretrial and post trial offender populations, created a new tier of courts devoted to drug abusing offenders, and greatly expanded the availability of treatment programs.

Adding demand reduction resources to local public health and criminal justice operations has made a difference; drug prevalence has declined in both offender and general populations. Yet there is a perception by many that current remedies and programs have reached their limits and that, for substantially greater gains to be realized, more resources or new approaches are needed. Hence, the National Institute of Justice's Breaking the Cycle. Breaking the Cycle (BTC) argues the contrary: greater gains must begin with better application of existing resources. While modest improvements in our capabilities to deliver prevention and treatment programs may occur, there are neither silver bullets nor financial windfalls on today's criminal justice horizons. Improvements must therefore derive from systemic reforms in our approaches to drug abusing offenders.

BTC seeks persistent and consistent attention to drug abusers throughout the duration of their stays in the criminal justice system. It calls for early diagnosis of drug abusers, followed by a regimen of interventions and monitoring that is coordinated across all phases of an offender's case processing and post-adjudication sentence. BTC is not a program to provide particular treatments or other interventions at specific points in local justice systems. Rather, it seeks to harness all of the available

local resources into a focussed assault on addiction as well as casual drug use. It relies on the coercive powers of criminal justice to require offenders to submit to drug tests, to attend treatment as ordered, or to engage in drug abstinence as demanded by the courts.

BTC maintains an outcome neutrality with respect to the criminal case. Offenders do not receive special dispositions of their cases if they abstain from drugs; guilt or innocence continues to be established by traditional processes and sentences reflect the traditional values of American sentencing processes. What changes are the terms of pretrial release and the mandates for drug interventions after convictions.

There are of course no assurances that a BTC philosophy will reduce drug dependencies (and drug-induced crime) among offender populations. There may only be small gains possible through improved monitoring and coordination, or perhaps no gains at all. Moreover, gains may only be temporary, with offenders reverting to drug use after completion of supervision.

The first empirical test of this systems-oriented model is under way. NIJ has obtained support to implement and evaluate a program of Breaking the Cycle from the White House Office of National Drug Control Policy. The Office gave the Institute funds to launch a pilot BTC project in 1996 and has since provided expanded support for additional BTC sites in 1997. One site has been established and two more are being sought at this time.

The nation's first BTC site is Birmingham, Alabama and the surrounding Jefferson County. They were selected through a national competition for the award, as will subsequent sites in the program. The actual grantee is TASC (Treatment Against Street Crime) of the University of Alabama at Birmingham. TASC provides the coordinating services for the project, but all parts of the criminal justice system are actually involved in the implementation.

Birmingham's BTC efforts begin at the point of arrest. Arrestees are drug tested (first stages of the implementation process limit the program to those arrested for drug offenses) at the point of entry in the Birmingham jail. Those who test positive are diagnosed for severity of use and an intervention strategy — treatment, monitored release on own recognizance or drug court — is recommended. Testing continues through the pretrial process, and violators are sanctioned through the courts. Few cases have made it through the entire process, but

TASC is already working with county probation officials to coordinate community supervision. Still on the drawing boards at this stage is the notion of returning to the community from prison and entering treatment in parole. Processes and outcomes are being evaluated through NIJ, and feedback is being provided to Birmingham officials through a management information system designed for the project.

It is still far too soon to tell how successful BTC will be in Birmingham. What has emerged so far is that BTC imposes hefty coordinating demands at many levels. Jail officials must coordinate with TASC staff, judges and program evaluators. Judges must discuss and coordinate their sanctioning policies. Treatment providers must see justice officials as philosophical allies rather than as adversaries. And actors in the system must administer BTC resources collectively.

Two new adult sites will be selected in FY98, and two juvenile BTC sites will be completed in FY98 but awarded later. These sites will follow the BTC philosophy of system wide intervention but will implement their strategies in ways that most aptly utilize their own local assets and address their own local conditions. Hopefully, the new sites will still benefit from Birmingham's implementation experiences despite the natural differences.

I call this program to the attention of APPA's membership because, regardless of its eventual outcomes, I see it as the right thing for community corrections leaders to do. We simply have to integrate services around the client rather than individual departments. Doing so is difficult regardless of whether the issue is drugs, employment or mental health. It calls for pooling both resources and decisions and surrendering the notion that each of us is the center of the universe. I encourage each county and state system to explore services integration in their own individual ways. What better place to start than on drug abuse? □

Edwin Zedlewski is a Senior Scientist at the National Institute of Justice in Washington, DC.

BY EDWIN ZEDLEWSKI

Community Justice Project Update

The National Institute of Corrections (NIC) has entered into a cooperative agreement with Community and Justice Solutions to assist with NIC's Community Justice Project in Deschutes County, Oregon. The aim of the project is to facilitate the transformation of Deschutes County's criminal justice system into a community justice system.

NIC and Community and Justice Solutions, an Aloha, Oregon-based firm, will do intensive work with the county's Community Justice Council. The council, made up of representatives from each of the justice system components, plus victims and citizen representatives,

will be responsible for drafting a vision statement based on community justice principles and values. The vision statement will serve as the foundation for policy formulation throughout the system. Mission statements and work practices will be developed and implemented based on the community justice vision for the county. Through the council, collaboration plus community engagement and input into policy development will become part of the process of doing justice.

This is both an ambitious and exciting venture for NIC, Community and Justice Solutions and the people of Deschutes County. We hope

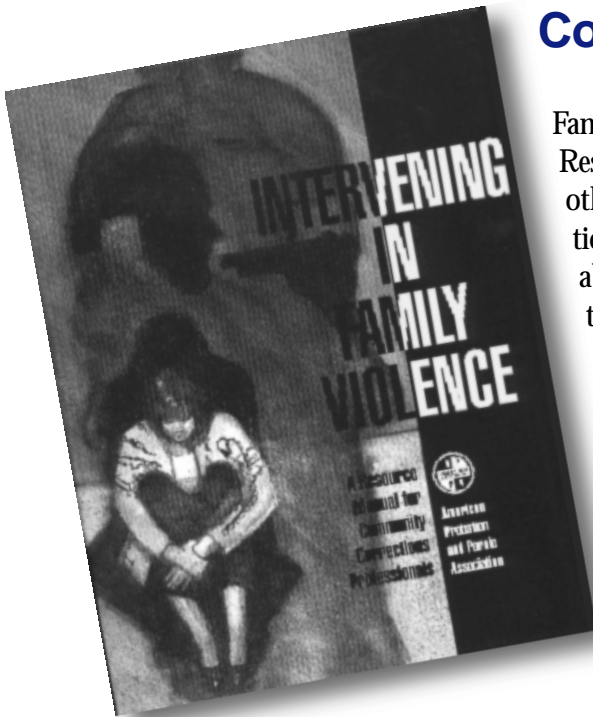
that at the end of the project, the citizens of Deschutes County will own a justice system that represents their interests and needs and will provide them with value in return for their tax investment.

NIC will share what it learns from this project and will use the results to enhance its efforts to promote community justice practices. □

Eduardo Barajas, Jr. is the Correctional Program Specialist for the National Institute of Corrections Community Corrections Division.

BY EDUARDO BARAJAS

Intervening in Family Violence: A Resource Manual For Community Corrections Professionals



Family violence is a pervasive and perilous problem in American society. Research indicates the strong association between family violence and other criminal behaviors. This manual stresses the vital role of probation and parole professionals in combating child, partner and elder abuse. It demonstrates why probation and parole professionals have the greatest opportunity to influence offender behavior and thereby protect victims.

The goals of the victim protection, offender accountability and offender behavior change guide the presentation of information in this manual. It provides both theoretical and practical information and is appropriate for program managers and line officers.

Published 1996

384 pages

\$30.00 (plus shipping and handling)

To order this publication or gain additional information about other APPA publications, please contact:

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FOCUS ON AFFILIATES

New England Council on Crime and Delinquency Presents Annual Awards at APPA Institute

The New England Council on Crime and Delinquency presented its annual awards during APPA's 22nd Annual Training Institute in Boston, Massachusetts, August 17-20, 1997. The following awards were presented:

Angelo R. Musto Award

George A. Vose, Jr.
Director of Corrections
Rhode Island

Angelo R. Musto was one of the forces behind the success of NECCD. He was President in 1974 and General Chairman of the joint convention of NECCD and APPA which was held in Boston in 1984. Due to his hard work and efforts, the organization enjoys its present stability. This award was first presented to Angelo R. Musto himself at the 1987 NECCD conference.

George A. Vose, Jr. has served as the Director of the Department of Corrections for the State of Rhode Island for the past seven years. Mr. Vose's previous work experience includes 17 years with the Massachusetts Department of Corrections in a number of positions, including Commissioner and Deputy Commissioner. In his present job, Mr. Vose is responsible for the management of up to 10,000 prisoners, 16,000 offenders under community supervision and an operating budget ranging from 100 to 200 million dollars. During his seven years in Rhode Island, he has been credited with bringing about significant change to the Department of Corrections.

A native of Brockton, Massachusetts, Mr. Vose graduated cum laude from Northeastern University in 1974. He is an active member of the New England Council on Crime and Delinquency, President of the Northeastern Association of Correctional Administrators, a member of the American Correctional Association and the Vice Chairperson of the Corrections Sub-Committee of the National Institute of Justice.

Mr. Vose has played an active role in the NECCD for the past few years. He was instrumental in the success of the 1996 Training Institute that was held in Newport, Rhode Island. He also assisted the NECCD in the development of the directory of New England Criminal Justice Commissioners and Directors.



(left to right): Terry Borjeson, NECCD Executive Director; George A. Vose, Jr., David Orrick and Kathleen O'Toole, NECCD President.

John R. Manson-Carl Robinson Award

Prof. David Orrick
Director
Criminal Justice Program
New Hampshire Technical Institute

This award was named in honor of John R. Manson, Commissioner of Corrections for the State of Connecticut for 12 years until his sudden death in September 1983 at the age of 53. He was credited with the reform of Connecticut's prison system. The award was also named in honor of Carl Robinson, the warden at Somers state prison in Connecticut. He was the first black individual to head a penal institution in Connecticut, and was the American Correctional Association's Warden of the Year in 1982. He died in December 1983 at the age of 47.

David Orrick came to the United States from England in 1969. His many contributions to the criminal justice field throughout New England include serving as Vermont's first Court Planner at the Supreme Court, as the Director of the Vermont component of the original Federal Sentencing Guidelines Feasibility Study, as Staff Attorney for the National

Center for State Courts North Eastern Region, as Research Director for the National Child Victim Witness Project, and has served on several college accreditation commissions. Prof. Orrick has authored numerous criminal justice related articles and book reviews, and is currently under contract to prepare a textbook on drug abuse and crime. He was the first director of the criminal justice program at Norwich University and is currently serving in that capacity at the New Hampshire Technical Institute. □

All of APPA's Affiliate members are encouraged to submit information for "Focus on Affiliates." Please forward information on an IBM compatible disk in either ASCII or Microsoft Word format. Send info to:

Susan Meeks
APPA
P.O. Box 11910
Lexington, KY 40578

Assessing Correction Programs for Risk Reduction

Editor's Note: *The following is a review of a session conducted at the International Community Correction Association 3rd Annual Research Conference, "Research to Results: The Challenge" in Ottawa, Canada.*

Does your program work?

Correctional programs, if evaluated at all, have traditionally been evaluated by their outcomes. Are clients who participate involved in less crime? Outcome studies, however, require large numbers of subjects and years to complete. Most programs are too small and the funding cycle too short and, unless a good process or program analysis is done at the same time, the findings are still ambiguous. The tedious and painstakingly compiled untimely results are often no longer useful to agents or administrators. In the interim, programs change or the program concept is no longer in favor with our political overseers. On the other hand, we have learned over the years some of the generic requisites for program success and the attributes which doom programs to fail.

A new approach to evaluating program potential.

Don Andrews, Carleton University and Paul Gendreau, University of New Brunswick, have combined these requisites and attributes with their extensive theoretical knowledge of how offenders change to form a simple, objective instrument to quickly evaluate a program's potential. The instrument, called the *Correctional Program Assessment Inventory (CPAI)* has been under development for about 5 years. It is still being revised and improved as it is applied to more programs. While compliance with these program requisites may not guarantee success, major non-compliance certainly portends failure.

How many of the elements for success are present in your program?

The instrument covers nine operation areas. Two require descriptions. The other seven contain 56 questions scored as "does not apply" = NA, "element absent" = 0 and "element present" = 1. The sub scores or total score is the percent of elements present (where they apply). The questions are answered by reviewing a few exist-

ing program documents and interviewing selective staff, starting with the program manager. Andrews notes that while this assessment instrument may not substitute for controlled outcome evaluations, it is a way to gain a quick sense of where the program fits in terms of evidence based on effective practices. It also provides quick feedback allowing for early "course corrections," unlike long term outcome studies.

Norms or standards have not yet been developed but it is very unlikely that any program would be in complete compliance. One survey reported by Andrews found that fewer than 10 percent of the agencies evaluated had more than 50 percent of these elements. More recent work by University of Cincinnati staff suggests that having more than 70 percent of the elements present is probably a high rating.

Program staff or administrators may wish to informally try the questions out on their own operations to determine their potential strengths and weakness. Staff who have participated in these evaluations report finding the process particularly useful in helping them think through their program and articulate what they are about; who is served, by whom, with what intent, in what ways and with what intermediate changes expected.

Those wishing to use the formal instrument should contact Don Andrews in the psychology department at (613) 520-2662. Single copies of the conference proceedings can be obtained from ICCA Headquarters, PO Box 1987, LaCrosse, WI 54602, (608) 785-0200.

Correctional Program Assessment Inventory: The following is a sample of questions from the seven scored areas.

Program Elements:

- Was the need for the program systematically assessed?
- Was a literature review conducted to identify relevant program contents?
- Are the values of the program congruent with the host agency and broader community?
- Was the program piloted before adoption?
- Is the program judged cost effective by administration and line staff?

- Is there an adequate sustainable funding source?

Client Pre-service Assessment:

- Is there a rational inclusion and exclusion process?
- Is a reasonable effort made to assess risk and needs and responsiveness?
- Are risk levels translated into meaningful, differential action?

Program Characteristics:

- Are "criminogenic" needs set as intermediate targets? (*Criminogenic* refers to those attitudes, habits and behaviors that support criminal conduct.)
- Non-criminogenic needs may be addressed but not emphasized?
- Are criminal sentiments systematically addressed?
- Are effective treatment methods employed?

Therapeutic Integrity:

- Is there more intense service for high risk cases?
- Is there client input into program structure?
- Do the response ratios favor rewards over punishment?
- Are there a variety of rewards?
- Are treatment manuals available?

Relapse Prevention and Follow-up:

- Is the training or treatment monitored?
- Are plans or alternatives rehearsed?
- Do practice sessions increase in difficulty?
- Is training provided for supportive others?
- Are "booster" sessions provided?
- Do staff advocate for or serve clients as brokers?

Staff Characteristics:

- Do 75 percent have a BA and 10 percent advanced degrees?
- Do 75 percent have at least one year of experience and 50 percent on the job 2 years or more?
- Do Staff have input regarding the program?
- Is clinical supervision provided and staff skills assessed?
- Is there an advisory board?

BY NORMAN HOLT

Evaluation:

- Are there management audits, including reviews of case files?
- Is there a "consumer" evaluation annually?
- Is there a process evaluation?
- Are there post-program outcome evaluations?
- Is an external evaluation planned at some point?

As an added bonus, Professor Andrews' paper briefly reviews the meta analysis of the "what programs work" literature completed in the past few years.

What works and how much?

About 500 controlled studies are now in the literature.

- Risks assessment predictive accuracy is impressive and increases with the number and varied sources of information.
- Programs or policies using punishment severity as a deterrent generally have no effect or negative results.
- Among the other studies, there is great variability in the magnitude and direction of effects. Average positive effects of these are generally agreed to be about 10 percent. For example, if the average recidivism is 50 percent, the treatment group will be 45 percent and the others 55 percent.
- Human service delivery tends to have above average effects. Less than average are interventions using classic psychodynamic, relationship oriented and evocative intervention models (such as self esteem) and clinical sociological non service oriented programs (such as anomie). Programs are best when they work on things directly related to criminogenics rather than services that are simply life enhancing.
- Criminogenic needs are best addressed by methods that make use of reinforcement, graduated practice, modeling and cognitive restructuring.
- Higher than average results are associated with enhanced and more intense service delivery to higher risk cases but not to lower risk cases. □

Norman Holt is a Parole Administrator at the California Department of Corrections in Sacramento, CA.

CALL FOR PRESENTERS

American Probation and Parole Association
1999 Winter Training Institute
Los Angeles, California
January/February 1999

The American Probation and Parole Association, together with the Chief Probation Officers of California, the California Probation, Parole & Corrections Association and the Los Angeles County Probation Department, is pleased to issue a call for presenters for the 1999 Winter Training Institute. The Institute is scheduled to be held in Los Angeles, California. 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 – To adhere to California regulations all workshops must be STC certified (Standards and Training for Corrections). The following information is required for STC certification.

- Workshop title
- One-page summary of the proposed workshop
- Workshop agenda
- Specific and measurable performance objectives which clearly indicate the job-related knowledge or skill that participants will be able to demonstrate upon course completion
- Names, complete mailing addresses and phone numbers of all the proposed faculty
- Brief resume or vitae of each of the faculty
- Social Security number of each faculty

Workshops will not be considered unless all the requested information is submitted by the March 1, 1998 deadline.

Presentation summaries may be mailed or faxed to:

Nancy Allen
Training & Staff Development
Administrative Office of the Courts
P.O. Box 966
Trenton, NJ 08625-0966
(609) 984-3086
Fax(609) 292-3430

Presentation summaries need to be received no later than **March 1, 1998**. Ideally, a presentation panel should consist of two or three persons. Winter 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.

Probation

The Times are Changing

The cost and consequences of crime have been a central public policy problem in the United States for most of the past century. Few other concerns surpass crime as an issue that instills fear, destabilizes communities and hinders the development of stable resources needed for improved quality of life in communities throughout the nation.

During the past century-and-a-half two of the central players in the effort to create safer communities have been police and probation agencies. From the beginning the paths of both police and probation agencies have been parallel in practice, but rarely, if ever, collaborative in their pursuit of the goals of identifying, controlling and correcting people who violate the law.

In order to understand how police and probation's traditional roles and contemporary positions have developed, it is essential to review the history of both professions. The evolution of police and probation in the United States can be conveniently divided into three stages: (1) the pre-Twentieth Century; (2) Twentieth Century policy and practice; and (3) the emerging era of effective partnerships.

Pre-Twentieth Century

During the early 1840s the recently established Boston Police Department spent much of its time arresting and bringing people before the court for purchasing alcohol on Sundays and public drunkenness. From the beginning, police in the United States spent a great deal of time responding to social concerns referred to today as order maintenance. Much of what police dealt with in the 1840s involved issues of social order such as public drinking, loitering and vagrancy. Police practices in dealing with the problems surrounding public drunkenness had a significant impact on the start of probation in Boston in 1841 by John Augustus, particularly as a response to this problem of alcohol abuse. In 1852, Augustus wrote, "I was in court one morning....in which the man was charged with being a common drunkard. He told me that if he could be saved from the House of Correction, he never again would taste intoxicating liquors: I bailed him, by permission of the Court."

The Massachusetts Legislature enacted the first probation law in the United States in 1878 (M.G.L. Ch. 198; Acts of 1878). The first probation officer was a member of the Boston Police Department and his duty was to recommend probation for those persons "as may reasonably be expected to be reformed without punishment" (Carter, 1962). Following a two year trial period, the Massachusetts Legislature, in 1880, approved the nation's first statewide hiring of probation officers. In 1890, legislation removed probation officers from the employment of the police department and placed probation under the judiciary. The next twenty years found other states enacting probation statutes.

This was also a period in the United States that saw the nation changing from island communities toward an emergence of large urban centers. It was also a period of dislocation and bewilderment. America by the late 19th Century was a nation of intense partisanship and massive political indifference. The irrelevance of government to most citizens placed a continuous, if elusive, strain upon government operations. Then, as now, it was a period that had great disparities of wealth, poverty, racial and ethnic tensions, a widespread fear of crime, increased urban violence, prison overcrowding, inadequate school systems and unstable working conditions (Wiebe, 1967).

The common roots of both policing and probation are found in dealing with similar societal problems. In addition, both organizations are founded on the belief that

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society will be safer if we can prevent future crimes from occurring and that actions by members of each organization can be effective in preventing those future crimes.

Early Twentieth Century

At the turn of the century there was a major paradigm shift in the role of government in the life of the citizenry. This period, referred to by historians as (the Progressive Era, found probation trying to carry on the humanitarian orientation of Augustus that focused on reformation) an idea consistent with the social policy philosophies of the Progressive Era. But, the new probation officers hired under the enabling legislation were drawn from both reformers with an interest in overcoming the social and substance abuse problems of probationers and others from the law enforcement, military and institutional corrections communities with an emphasis on surveillance and control. Thus, from the beginning of this century, probation and police officers unfortunately found themselves working in an atmosphere of role confusion, philosophical disagreement and inconsistency between policy and practice.

In the period between 1900 and the early 1930s there was an increased wave of immigrants pouring into urban areas, seeking housing and employment. These immigrants, with their different languages and customs, tended to settle next to each other, forming ethnic pockets in the poorer sections of town. Immigrant neighborhoods became characterized by higher crime rates. The Progressive reformers believed that an active government could turn the nation into a "melting pot." They believed that if the immigrants became Americanized they would no longer have any need to engage in criminal activity and crime would be largely eradicated.

The Progressives designed a correctional system that had three key components. The first focus was treatment rather than punishment. The second hallmark of the Progressive criminal justice reform was an insistence on individualized treatment. The third factor, was an implicit trust in the benign power of the state to do good on behalf of all of its citizens (Rothman, 1980). The government would no longer be punishing criminals. Instead, it would be responsible for reforming them into upwardly mobile citizens.

In order to reform criminals and to reduce punishment for all but the hardcore offenders, many legislatures adopted the agenda put forth by the Progressive reformers who fundamentally believed that their philosophy would create active problem solving communities. States such as New Jersey, which passed its probation law in 1900, identified the mission critical elements of a probation officers job to be (1) keepers of accurate records, (2) investigators, and (3) supervisors of offenders in the community. This movement toward the promotion of law-abiding behavior by probationers continues today to define the essential role of a probation officer.

Police during the same period were primarily deployed in a series of walking beats. These beats were often placed contingent to these new immigrant sections of communities. The unwritten message to police was to keep those "different" people away from the "good" people. If crime occurred within these immigrant enclaves, many times police would not even respond or would respond with violence directed against everyone involved: offender, victim and anyone else nearby. As police practices evolved during the Progressive Era, the role of police was to use the

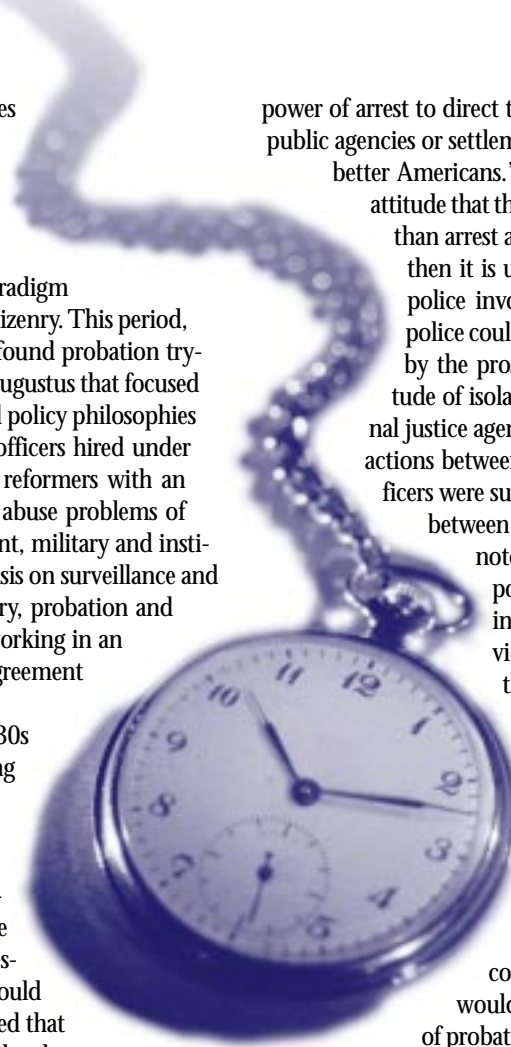
power of arrest to direct the youth of these immigrant communities to public agencies or settlement houses that could teach them "how to be better Americans." At the same time police were developing an attitude that there was nothing additional they could do other than arrest an offender. The idea that "we arrest them and then it is up to the courts" became a rationalization for police involvement after the point of arrest. Since the police could not control the decisions subsequently made by the prosecutor or the judge, they developed an attitude of isolation, separating themselves from other criminal justice agencies. During this period the number of interactions between individual police officers and probation officers were substantially reduced and the strain and distrust between the two organizations increased. It should be noted that one fairly common interaction between police and probation during this period involved incidents where a police officer arrested an individual on probation for a new crime, a situation that only furthered the belief by many police officers that probation was ineffective.

By the 1930s, Sheldon Glueck of Harvard University had taken an interest in probation's effectiveness. Among his findings, he pointed out that probation had to avoid three pitfalls. First, don't oversell. He warned that every overstatement made in an effort to sell probation to various judges and communities, without good policy and research, would boomerang and weaken belief in the benefits of probation. Secondly, probation needed appropriately educated and trained personnel. Finally, Glueck reminded us that probation was highly dependent for its success on the cooperation of other institutions in society in general and the communities they served in particular (Flanagan, 1996).

All of the values which underlie probation are equally important for effective policing. The need for accurate records, good investigations and supervision or surveillance of offenders in the community are also key tasks and roles for effective police practice. In addition, the need to be open with its citizens, not oversell its programs plus the need for knowledgeable officers and for community support are all essential elements of good police practice.

Despite the obvious need for effective communication and organizational cooperation, both police and probation departments during most of the Twentieth Century focused on procedural and philosophical issues that continued to separate both professions. Both police and probation departments retreated into the pattern of bureaucratic isolation. One of the principal areas of contention grew out of the misperceptions each agency held about the role of the other. Police believed that probation officers were softheaded social workers whose main concern was to keep those individuals police arrested out of jail. Probation officers on the other hand felt that police were overly aggressive, did not care about the offenders they came into contact with and their only concern was to put people in jail. Police were particularly critical of probation because of an unwillingness to share case information; meanwhile, probation officers feared police harassment against probationers.

Clearly, during the early Twentieth Century both police and probation departments, as institutions, moved away from their original intertwined organizational histories. Probation emphasized rehabilitation and reintegration of offenders into community life. Police, on the other hand,



placed its emphasis on surveillance and the removal of offenders from the community. Both probation and police fell into the trap of blaming practices in the other profession for the development of unsafe communities.

The Mid-Twentieth Century

By the 1950s, the American prison system was shaken by a series of riots due to overcrowding, poor management and a general lack of resources. Legislators began to examine alternatives to prison. Among other things, this led to the overselling of probation as the answer to correctional problems. After just having gone through the deprivations brought on by World War II, the citizenry wanted the prison problems to go away and, as was true in prior periods, they were not about to endorse the use of tax money to reduce these problems.

The expansion of probation was again seen as a panacea, not only was it determined to be cheaper than prison, it was seen as being more humane. But, by this time the reality was that probation caseloads were high and actual supervision of offenders leading to assistance or surveillance was minimal at best. In addition, the officers themselves were rarely professionally trained to cope with the multitude of social, psychological and economic problems presented to them by the offender. Even though the debate about probation focused on rehabilitation, the reality was that treatment programs hardly affected daily practice and, at best, rarely went beyond the diagnostic stage found in presentence reports. During this period the police, due in part to their isolation from probation, continued to view probation's attempts at rehabilitation as a failure. Since police never came in contact with probation's successes, they believed that probation was totally ineffective and, in fact, some police departments developed court diversion programs to keep "good kids away from probation."

The 1960s proved to be a turbulent decade. There were larger numbers of youngsters in the crime prone age group. America saw an increase in crime rates, especially related to rampant drug usage. Probation was overwhelmed because it lacked appropriate offender supervision strategies for drug offenders. Criminal justice systems in general, and police in particular, came under harsh scrutiny for the sometimes capricious way it dealt with minorities. Both probation and police practices were scrutinized and criticized. Each agency was criticized for failure to become actively involved in the development of community resources. Probation systems came under harsh attacks for hiding behind its claim of large caseloads. Although it was true that large numbers of offenders were under probation supervision, probation departments did not make adequate efforts to improve their record keeping, investigations or supervision practices. It was abundantly clear that probation agencies simply did not have adequate case management and classification systems. The failure to have classification systems in place meant that all offenders received the same inadequate level of probation officer supervision. Probation was clearly not doing much to contribute to the creation of safer communities.

During the 1960s and 1970s, police departments lost touch with the communities they served. Police became the enemy in many communities, being labeled "pigs" and often the source of ridicule and violence. The cause of this social isolation was the role we asked our police officers

to play as supporters of unpopular laws. Around the issues of Vietnam and civil rights, police were a visible force that was viewed as enforcing laws that many people in the society felt were morally wrong. Whether the police were arresting anti-war demonstrators or escorting busses of minority children to previously all white schools, their actions were seen as contrary to the wishes of large segments of their community. This period of alienation from their communities led to a further isolation on the part of the police. Car patrols and radio dispatch systems only created more distance between the police and the communities they served (Kelling and Moore, 1988).

Police and probation departments, like other institutions in America, were generally not prepared for the sudden rush of change that the sixties brought. One of the most significant changes in this decade was in the public and political discussion of crime. It became almost mandatory for political candidates to talk about crime while on the campaign trail. By 1967, the general problems of crime and unrest among the nation's youth were so widespread that President Johnson commissioned a number of Presidential Task Forces (Gaines, 1993).

Although the solution by the federal government was to respond to the Task Force Reports by throwing limited amounts of money at the problem, the bureaucratic isolation and the win/lose games of chasing after limited fiscal resources continued the pattern of non-cooperative, blame-game management in criminal justice agencies. Despite the negative experiences of the 1960s and early 1970s, the groundwork was being set for the unexpected future collaborations between probation and police.

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Emerging Era of Collaboration

Because of the attack on the lack of knowledgeable professionals in most criminal justice agencies, considerable federal money was made available to newly formed schools of criminal justice. The early academic programs were long on analysis and problem identification, the most theoretical of these academic programs suffered from a lack of applied or practical application. Nevertheless, over time there was a movement towards the professionalization of the entire criminal justice community. By the late 1980s, the benefits of a better educated workforce began to emerge. For instance, research on the impact of police education indicates that better educated police officers are less likely to use violence and have fewer complaints made against them (Carter and Sapp, 1989). As more and more criminal justice majors have gone on to graduate studies, they now find themselves in management, line, policy and research positions and are able to influence police and probation practices. They bring fresh insights, construct new paradigms for management and identify many of the new practices that are now evolving within criminal justice agencies. On a national basis the current movement in the criminal justice academic community is toward working more collaboratively with criminal justice practitioners. The federal government has recently seen the benefits of academic and practitioner collaborations and is supporting these collaborative efforts in knowledge transfer. In fact, the National Institute of Justice is presently supporting more than 50 police/academic partnerships.

Although it is true that the entire arena of criminal justice practice has benefited from a more professionalized staff, we do not wish to leave the reader with the impression that the schools of criminal justice were

the primary movers of recent changes in the practice of probation and police work. The changes are multifaceted and occurred primarily at the street level of practice, supported by empowering management, plus fresh involvement of a number of community organizations such as clergy, social service agencies, neighborhood watch programs, as well as the support of informed community leaders. This beginning and fragile effort toward open communication, cooperative practices and proactive efforts by many parties offers a model of collaborative initiatives and effective partnerships to ensure safer communities.

This ability to move toward more collaboration came about because of changes in both probation and police practices during the 1980s. In the same period of time that crime was increasing and probation workload expanding, tax cap legislation became the national trend. With the perceived failure of the "Great Society" to materialize, attention turned away from the concepts of rehabilitation and meeting offenders' needs toward a more dominant emphasis upon protecting citizens from the ravages of crime.

Early in the 1980s, the emphasis in probation shifted toward the goal of risk control. Case management and classification systems were instituted, and management information systems and measurable standards of professional practice were developed in probation. While probation clearly put the proper management tools in place, in many agencies the lack of funding required probation officers to become desk bound in order to get basic work accomplished. Police at the same time, despite making great advancement in information systems, were reduced to being reactive in response to crime and operating from the police cruiser.

By the early 1990s, both probation and police systems, despite being overwhelmed by increased violent crime, were in a position to emphasize professionalism, institute effective management and better manage fiscal resources. Unfortunately, the effective use of resources had not impacted street-level performance in either probation or police work. This problem was recognized at both the management and line level (Kelling and Bratton, 1993). Proactive dialogues at all levels of the probation and police community were encouraged, problems were identified, solutions offered, new programs implemented and research protocols were set in place to test the effectiveness of these new initiatives.

Across the country police departments embraced the idea of community policing (Cardarelli and McDevitt, 1995). At its most basic level, community policing entails an acknowledgment that police cannot solve the problem of crime and fear of crime on their own. Police need the assistance of the public and other governmental agencies if they are to be effective in fighting crime (Police Executive Research Forum, 1996). These new community policing programs sought out new partnerships between the police and previously unconnected governmental agencies such as probation. The key to these new programs was that the police would look for innovative ways to identify neighborhood problems and then partner with other organizations to solve those problems. This was a new philosophy that embraced joint initiatives and, most importantly, set a goal of eliminating a problem so that the strategies employed were regularly reviewed and supplemented, if necessary, until the problem

was eliminated.

Although cooperative efforts between community police and community probation systems are springing up throughout the entire nation, the examples that will be described in the remainder of this article focus on practices within the Commonwealth of Massachusetts.

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Partnership Programs

The pivotal program in building probation and police partnerships in Massachusetts grew out of a 1991 specialized unit dubbed the "Youthful Offender Group." The specialized probation unit was organized in the Dorchester section of Boston to deal with high risk individuals (Corbett, Fitzgerald and Jordan, 1996). The changing philosophy toward having probation play a pro-active role in creating safer communities in urban areas focused on late night home visits, as well as visits to schools, job locations and generally, assigned probation officers as a constant presence in high crime neighborhoods.

In 1992, the initiative was expanded to a joint venture between the Boston Police Anti-Gang Unit and a number of probation officers. Initial discussion by individual police officers and probation officers revealed that both groups were concerned about the same individuals. Police as part of Boston's new "Neighborhood Policing Strategy" were made aware by the community of a small number of "troublemakers" who were causing most of the problems in the neighborhood. These street level discussions revealed that many of the "troublemakers" were also on probation and since they were on probation, their movements in the community could be limited by court order as a condition of probation. Initially the



police and probation partnerships began as a way of increasing surveillance over high risk probationers in the community. Strict enforcement of conditions of probation were used in an effort to stem ongoing "gang" problems, drive-by shootings, and a general increase in violent crime in the inner city communities.

As the collaboration between probation, police, prosecutors, clergy, youth workers, school personnel, health-care professionals, parents, youth and other community partners developed, an interesting trend was noticed. Further dialogue and general information sharing started to develop between all of the community partners. Geographic area restrictions and curfews were imposed on probationers by sentencing judges. Police now had information on conditions of probation, and assured that the offender would be held accountable for violating conditions of probation, they started to report violations to probation officers. By combining resources, probation supervision became a 24 hour a day, highly accountable reality.

A further change came about as street-level practitioners in both police and probation established the practice of probation and police officers riding together at night. Initially as this program began to expand, skepticism by probation officers who felt it was not their job to be out at night and by police officers who did not want to ride with "social workers" had to be overcome. But, as police realized that the real probability of their coming upon a crime in progress was minimal, it became clear that enforcement of terms of probation was developing into a highly effective crime prevention tool. The reduction in the ability of gangs to harass law abiding citizens, the drop off in drive-by shootings, and the increased support by the community began to dispel the idea that probation had no teeth, or that police could not affect crime patterns at the neighborhood level.

At the same time an interesting trend developed as the program began to be institutionalized. The constant monitoring of these young offenders resulted in many examples of police and probation officers developing a deeper understanding of the young persons' problems. These officers had now met the parents or other caretakers of the probationers and had visited their homes on a number of occasions. The result was a

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series of initiatives geared to helping these high risk youth stay out of future trouble. When a police or probation officer associated with Operation Night Light went out and spoke about the program, they stressed this prevention component of the program. Police officers could now use and sometimes add to the employment network already developed by probation to assist high risk youth in obtaining reliable employment.

Probation and police partnership programs have been expanded to other communities in Massachusetts. Policy guidelines have been established at the administrative level to keep these programs focussed on enforcing general conditions of probation, as well as special conditions such as curfews and more frequent home visits by the supervising probation officers. In a further effort to not only ensure that communities were safer, but that resources were being used more effectively, joint

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training, strategic planning and university research initiatives have been established to ensure that the effective elements of the programs are expanded and ineffective initiatives are adjusted or eliminated entirely.

Parallel to the police/probation partnerships, an ecumenical group of clergy and lay leaders called the Ten Point Coalition mobilized urban communities around issues affecting youth at risk for violence, drug abuse, and other destructive behavior. Over the past five years the dialogue has been broadened to include gang members, street workers, urban pastors and seminarians. During this period of time, community probation and community police officers have been active participants in working with all of these parties to create partnerships for peace at the community level.

Historically, in Massachusetts the Office of the Commissioner of Probation has been the principal provider of statewide criminal justice information. As computer information technology has become more available and widely used in the criminal justice community, appropriate sharing of information has expanded the Commonwealth's ability to fight crime. Presently, Massachusetts has a statewide database which includes abuse prevention orders, conditions of probation, probation violation and warrant information, as well as an extensive criminal record file containing the adult and juvenile delinquency histories of all offenders.

Other initiatives that have grown out of partnerships established between probation and the police departments have resulted in intensive probation supervision and monitoring of high risk domestic violence cases, plus collaboration with school systems to reduce truancy. Photos of probation absconders are carried in local newspapers and receive priority arrest status by police. In addition, the prosecutors in the Commonwealth have been convening problem solving round table panels that involve human service providers, school systems, probation and police officers, all in an effort to create safer communities.

All of these newly established partnership initiatives are still a work in progress. History has proven that interagency collaboration involving multiple agencies and members of the community is a delicate process. The dialogue has to be open, problems have to be addressed and the individual roles of all of the participants have to be identified, understood and respected. The initial efforts toward the creation of safer communities is presently very positive. There is an open recognition by all parties involved that the institutionalization of this process will have its bumps and detours, but what is most significant and encouraging is the shared commitment to working together to overcome rather than run from problems as they become apparent. The strengths of these programs are seen in the recognition that crime is a complex, multifaceted problem that will not be overcome by simplistic, singularly focused solutions.

The Future

The guide for the ongoing efforts to refine and improve these partnerships will be to heed the warning of Sheldon Glueck from over sixty years ago. The programs should not be oversold or oversimplified. Complex academic/practitioner collaborative research initiatives have to be designed and implemented. Skilled, trained, and committed personnel need to be hired. But, most importantly, programs must remain community involved.

New measures of effectiveness must be developed that reflect the effort of each organization. Activities by a police officer to support a probation officer that do not result in an arrest must be valued, as must actions by a probation officer to assist police. For example, if a probation officer finds a job for a high risk youth identified by the police, even if this young person is not on probation, that action must be valued and ultimately rewarded. These new measures might in some instances result in additional effort by other criminal justice agencies. For example, a policy of increased monitoring, such as Operation Night Light, may result in additional surrender hearings in court and additional commitments to a state's correctional facilities.

Information technology as support system tools for the street level practitioners must be enhanced and developed. Accurate records with appropriate safeguards in the sharing of that information will become increasingly important in order to build an effective knowledge-based criminal justice system.

All participants in the process of creating safer communities must stay focused on their areas of influence, ensure ongoing interagency training needs to become the norm, and continue a focus on policy development built upon reliable research will become increasingly more important. In addition, issues including mutual oversight, shared responsibility and accountability must remain a primary focus. Failure to achieve a goal may no longer be labeled as the "fault" of some other agency. Success always has to be understood as a group achievement among the partnering agencies.

It appears that criminal justice organizations are now returning to their roots. Led by partnerships between police and probation, many criminal justice organizations are beginning to deal with problems they encounter by partnering with other criminal justice organizations.

While it is politically and operationally challenging to agency heads, this movement holds incredible promise for solving problems, as evidenced by Operation Night Light in Boston. Effective partnerships and healthy communities are dynamic entities that need constant nurturing. It will be important not to lose sight of the fact that successful initiatives can be undone by breakdowns in communications and the presence of unenlightened police and/or probation managers. Ongoing training and development of probation and police managers will be key components in the creation of safer communities.


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PROBATION AND PAROLE SUPERVISION: TIME FOR A NEW NARRATIVE



The criminal justice system is experiencing a crisis of legitimacy. For the past several decades public and political discourse have expressed a heightened anxiety about crime. These discourses have been rooted in fear, moralism and a belief in the need to restore retribution as the centerpiece of crime control policy. In response, legislative changes have been enacted that reflect an increasingly harsh and conservative philosophy in addressing the problem of crime. The most notable of these changes includes a massive expansion of prison capacity at the state and federal level and criminal code revisions emphasizing mandatory minimum terms and a commitment to “truth-in-sentencing.” The conclusion has

been drawn by legislators and opinion makers alike that punishment and incapacitation are the only appropriate goals in a system that seems unable to change offenders’ criminality (Zimring and Hawkins 1995).

This represents a dramatic turn of events. Until as recently as the early 1970s, the system of criminal justice could finesse its failures; those driving the system could point to a future in which acknowledged shortcomings in dealing with criminal offenders would be overcome and meaningful changes effected. The strategies and practices adopted by professionals within the system for addressing criminal behavior offered a certain amount of reassurance to the public, political leaders and others that something of value was being done to combat criminality. There was a shared conviction on the part of many that—whatever the deficiencies—continued reform of the system would have a positive impact on reducing crime.

The current crisis in criminal justice is fueled by the growing conviction that the system itself no longer represents a credible response to the problem of crime. In a relatively short span of time, the optimism of earlier eras about the rationality and efficacy of the system of criminal sanctioning has now given way to a striking and corrosive skepticism about its very value (Garland 1990). In essence, the practice and dis-

course of criminal justice no longer succeed in providing the public with a convincing narrative of the goals being pursued or how it conducts its business.¹

Though all components of criminal justice have been affected by this development, its impact has been especially noticeable in the area of probation and parole. Despite their importance to public safety the past twenty years have witnessed a marked devaluation of traditional probation and parole supervision. Acknowledging this trend, there has been a concerted effort on the part of many administrators in the field to adopt a set of practices and a discourse that represents a discernible shift toward risk management and surveillance. This shift in the mission and conduct of supervision represents a new narrative, the plausibility of which has yet to be established. What follows addresses these developments within the current crisis of criminal justice.

The Devaluing of Traditional Probation and Parole Supervision²

During the past several decades the prison population has grown more rapidly than at any other period of time since the founding of the penitentiary in the early 1800s (Blumstein 1988). In 1995 the total number of inmates in state and federal prisons exceeded more than 1,000,000 (Bureau of Justice Statistics 1995). The growth continues unabated. The historically unprecedented increases and the problems this has created for prison administrators are well understood. What is not so well understood or even acknowledged is the urgent problem of probation and parole population growth and the public safety issues associated with crowded supervision caseloads.

Reflecting the reality that the criminal justice system is primarily a system of community-based sanctioning, at the end of 1995 approximately 3.8 million offenders were on probation or parole. (Tonry 1996). Despite the commitment to incapacitation as the paramount goal of sentencing, these figures clearly illustrate that the vast majority of offenders are serving their time under supervision in the community. Even though prison population growth has been dramatic, the increase in probation and parole populations has been equally as pronounced. At present, nearly three quarters of all criminal offenders are supervised in some manner by probation and parole officers.

The increased reliance on incarceration fueled by the crisis in criminal justice has been accompanied by ever greater expenditures for institutional corrections. Many states have engaged in massive prison construction programs to deal with the increased numbers of offenders sentenced to a term of confinement. The same is not so for probation and parole. Even though these components have experienced unprecedented growth in the offender populations over which they have jurisdiction,

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probation and parole budgets have not kept pace. In fact, since 1977 spending for probation and parole in proportion to institutional corrections has shown a steady decline (Ringle et al. 1994).

The inadequacy of funding is especially troublesome when it is placed beside the average supervision caseloads for probation and parole officers and the growing seriousness of the offenders they supervise. Numerous reports have long recommended that supervision caseloads be lim-

In essence, the primary focus of supervision has become almost exclusively that of crime control through more contacts, more enforcement, and more sanctioning of noncompliance.

ited to an average of thirty-five cases or less (e.g., the President's Commission on Law Enforcement and Administration of Justice 1967). Petersilia (1995) reports that probation caseloads at the national level reflect a ratio of 150:1, while those in parole equal 80:1. Though research suggests there is no ideal caseload size (Byrne et al. 1989), it is also evident that caseloads this large (and larger) make it difficult to maintain anything but superficial and infrequent contacts with offenders under supervision. Public safety is compromised under such circumstances, a problem compounded by the fact that probationers and parolees seem increasingly to present more serious types of offenses and levels of risk than in years past (Petersilia 1995).

The Shifting Focus in Community Supervision

The gradual devaluing of traditional probation and parole supervision in concert with the crisis of confidence in criminal justice has sparked a profound change in the mission and strategies embraced by probation and parole administrators. In a number of states, especially since the mid-1980s, they have moved toward surveillance-oriented, control-based strategies of supervision. They have adopted a formal system for the classification and management of offender risk. This system self-consciously allocates limited resources to the management of probationers and parolees based on their formal identification and classification as high risk offenders. It places an emphasis on monitoring and enforcing compliance with the rules of probation or parole, and the detection of violations leading to revocation and return to custody. In essence, the primary focus of supervision has become almost exclusively that of crime control through more contacts, more enforcement, and more sanctioning of noncompliance.

The widespread adoption and continued use of formal risk assessment tools by probation and parole agencies represent one indicator of this shift. Other indicators include the rapid movement toward intensive supervision programs, the increasing use of electronic monitoring, home confinement, frequent drug testing of offenders, and the growing reliance on community service. Many of these indicators fall under the category of "intermediate sanctions" (Morris and Tonry 1990; Tonry and Lynch 1996).

The growing prominence of such sanctions in both discourse and practice on the part of probation and parole administrators reflects an effort to market a more credible approach to supervision, one that is viewed as tough-minded and uncompromising in relation to offender

accountability. If success is measured by the number of probationers and parolees who are revoked, it is an approach that has been rather successful. According to a report by the National Council on Crime and Delinquency, in 1987 there were 62,729 prison admissions in California (Austin 1989). Of this number, 31,581 (or 50.3 percent) were parole violators. In 1991 probation and parole violators represented roughly 45 percent of the state prison population. The comparable figure for 1974 was 17 percent (Cohen 1995).

As probation and parole administrators move toward the twenty-first century, they find themselves in the position of having adopted ever more aggressive supervision strategies that focus almost singularly upon the management and control of criminal offenders (Simon 1993). These strategies do not make any assumptions about restoring or reintegrating offenders back into the community. Left on their own, the narratives these administrators have constructed face an intractable dilemma: as the perception of offender risk continues to escalate, politicians and the public alike become ever more convinced that the system of supervision is unable to manage such risk in a credible fashion. For evidence, they point to the very indicators that the surveillance-based, control-oriented model of supervision relies on as a benchmark of success: the swift revocation and return to custody of growing numbers of probation and parole violators.

The "New Penology" and Community Supervision

The current discourse and practice of probation and parole supervision reflect the imprint of what has been referred to recently as the "new penology" (Feeley and Simon 1992; Simon and Feeley 1995). The language of the new penology focuses on risk management, the allocation of resources and the management of internal system processes. Within this perspective, crime is viewed as a systemic phenomenon. Offenders are addressed not as individuals but as aggregate populations. The traditional correctional objectives of rehabilitation and the reduction of offender recidivism give way to the rational and efficient deployment of control strategies for managing (and confining) high risk criminal populations. Though the new penology refers to any agency within the criminal justice system that has the power to punish, the framework it provides has significant analytic value to probation and parole administrators.

The supervision of offenders in the community has shown notable change due to the impact of the Model Probation/Parole Classification and Case Management Project in the 1980s (Burke et al. 1990). The project then and now enabled probation and parole agencies to respond effectively to escalating caseload growth, dwindling resources and the need for greater accountability in the conduct of supervision. However,

To some extent, the movement toward a surveillance-based, control oriented model of supervision represents an extension of traditional probation and parole, albeit with a greater emphasis on risk management, and the expanded use of intermediate sanctions.

This modern day narrative must account for what is now known about how to achieve reductions in offender recidivism by wedding effective correctional programming with sound strategies for supervision.

as noted above, there has been a steady devaluation of traditional probation and parole. Though the systems language of the new penology is clearly expressed in the supervision practices of probation and parole agencies across the country (Burke 1990), traditional supervision strategies do not offer a persuasive narrative for handling criminal offenders in the community.

To some extent, the movement toward a surveillance-based, control oriented model of supervision represents an extension of traditional probation and parole, albeit with a greater emphasis on risk management, and the expanded use of intermediate sanctions. There is, however, a significant difference. The recent shift in probation and parole strategies is premised on a deep cynicism about the capacity of any model or technique to change offender behavior. The paramount goal is not to curb criminality per se, but to manage its inevitability in the community through systemic coordination of limited resources and policies that selectively target high risk, felony offenders. This goal, firmly embedded within the framework of the new penology, does not (and will not in the future) provide a sufficiently compelling narrative that something meaningful is being done about the problem of crime (Simon and Feeley 1995).

The Need for a New Supervision Narrative

What the above analysis suggests is that the most pressing (and vexing) problem facing probation and parole administrators today is the need to develop a plausible narrative of community-based supervision. This narrative must convey in both discourse and practice how the risk offenders present can be addressed in a credible fashion outside prison walls. According to Simon (1993: 9), for such a narrative to be successful three elements must be addressed in a manner that conveys coherence and plausibility. These elements include the need for a theory of criminogenesis, a measurement of its degree and a set of practices that appear capable of controlling it. A sound narrative in probation and parole must provide a persuasive accounting of the problem of crime, its extent, and what can be done to address it. In addition, it must recognize and be responsive to the "rationality demands" that are placed on the system. That is, it must articulate the legitimate ends or goals that the system is pursuing and defend its practices and strategies as viable means of accomplishing these ends (Simon 1993: 8)³

The legitimate or overriding goal for probation and parole may be found by revisiting an earlier era. From the Progressive Era of criminal justice in the 1920s-1930s through the 1960s, probation and parole supervision relied on a philosophy and a set of practices designed to restore offenders to the community. Despite the continuous tension between "conscience" and "convenience," there was a commitment to transforming the offender (Rothman 1980). In dramatic contrast to the new penology, the discourse of probation and parole must emphasize a return to the historic commitment of the field to offender reintegration.

This modern day narrative must account for what is now known about how to achieve reductions in offender recidivism by wedding effective correctional programming with sound strategies for supervision.

The new narrative for probation and parole supervision must draw on the current state of knowledge regarding offender criminality, and in so doing, offer a theory of criminogenesis. It must then show how this knowledge may be applied to the reduction of criminal behavior. Fortunately, an extraordinary knowledge base has been accumulating since the early 1980s on offender rehabilitation and the principles that govern effective correctional intervention (Gendreau and Ross 1987; Andrews and Bonta 1994). In meta-analyses extending over hundreds of studies, the research has shown that "something works"; certain types of programs offer a promising vehicle for reducing the level of recidivism for some offenders. Of perhaps greater importance, the research has also identified those principles that drive effective correctional intervention. The evidence indicates that well designed and properly implemented programs incorporating these principles result in significant reductions in recidivism. Those programs that are most successful include a strong behavioral and cognitive skills development component (Porporino 1996; Rhine 1996).

In terms of the strategies adopted for supervision, this research suggests that probation and parole officers should target the criminogenic needs of high risk offenders. It also suggests that supervision should be delivered in an intensive manner and in combination with programming occupy a majority of offenders' everyday activities. The integration of programming with intensive supervision will be most effective if it is demanding on offenders' time and thinking and if it disrupts their criminal network by placing them in situations where prosocial activities predominate. In essence, the supervision of high risk probationers and parolees must be structured, intensive, maintain firm accountability for program participation and connect the offender with prosocial networks and activities.

The above is barely suggestive of what might constitute the beginnings of a new narrative of probation and parole supervision. It does not provide a fully developed narrative inclusive of the elements described by Simon (1993). It acknowledges, however, Simon and Feeley's argument that the discourse and practice of probation and parole does not provide a satisfying account to the public, political leaders and others that significant steps are being taken to effectively address the problem of crime and criminality (1995). The challenge for probation and parole administrators is to develop such a narrative and thereby create strategies and practices that have recognizable public value (Moore 1995).

Endnotes

¹This article draws on the recent writings of Feeley and Simon (1992), Garland (1990; 1995), Simon (1993) and Simon and Feeley (1995). These authors present contrasting arguments regarding the nature and form of modern penal practices.

²Joan Petersilia's 1995 article provides a more in depth analysis of the trends discussed in this section. This section briefly highlights some of the more significant trends addressed in that article.

³Simon's argument is developed in an incisive study of parole supervision. Nonetheless, his analysis may be extended to contemporary probation supervision. □

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Juvenile Holdover Programs

The Council of State Governments (CSG) is pleased to announce that it has received a grant from the U. S. Department of Transportation, National Highway Traffic Safety Administration (NHTSA) and the U.S. Department of Justice, Office of Juvenile Justice Delinquency Prevention (OJJDP) to develop an *Implementation Guide for Juvenile Holdover Programs*. The primary objective of the project is to assist jurisdictions in developing and/or enhancing juvenile holdover programs. These programs temporarily hold juveniles in need of supervision, who are detained by law enforcement officers, when a legal guardian cannot be found and/or a juvenile detention facility is not located in the immediate area. This project will gather, synthesize and provide information so that jurisdictions can design and implement programs tailored to local needs and resources.

Although the number of young people who were fatally injured in alcohol-related automobile crashes has declined in recent years, far too many young people continue to die on America's highways each year. Recent efforts, such as the establishment of minimum age 21 drinking laws and the enactment of "zero-tolerance" laws, have helped contribute to the decrease in fatal alcohol crashes. However, enforcement of these laws and other crimes committed by juvenile offenders can be problematic for some jurisdictions. This is especially the case in rural America, where law enforcement officers often are faced with the dilemma of what to do with juveniles once they are detained if no legal guardian can be found and there is no juvenile detention facility in the immediate area to which the youth can be easily transported. Some jurisdictions have developed innovative methods to temporarily hold juveniles that do not require the continued presence of the law enforcement officers and lengthy transports.

For laws to reach their maximum level of effectiveness, communities must have mechanisms in place to ensure they are enforced. Juvenile holdover programs can provide jurisdictions with limited resources a means for encouraging the enforcement of underage drinking laws and other delinquent

behaviors of youth. To be effective, however, juvenile holdover programs need to be cost-effective, easily accessible, and staffed by trained attendants.

Although some holdover programs have been developed, there does not appear to be a sufficient body of literature concerning their missions and procedural practices to ensure that communities can readily develop programs that meet their needs. The *Implementation Guide for Juvenile Holdover Programs* will address these critical issues and facilitate the development process. In addition, four (4) statewide training seminars will be conducted and follow-up technical assistance will be provided to each of the four selected states. Other project activities will include providing workshops on juvenile holdover programs at CSG's and the American Probation and Parole Association's (APPA's) regional and national conferences, professional articles, and posting information on CSG's and APPA's websites.

Request For Information

We need your help to begin this endeavor. CSG is requesting copies of program descriptions and operations manuals from existing juvenile Holdover Programs. If you are aware of juvenile Holdover Programs operating within your community, please send information and available materials to the address below. Please include the name, address and phone number of the program, as well as the name of a contact person. Thank you for your consideration and support.

For more information contact:

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The Effectiveness of Juvenile Arbitration in South Carolina:

Professionals

Need

Not

Apply

The concept of neighborhood justice is not a new one. For the past two decades, criminal justice professionals have recognized that, in order to stem the tide of cases entering the family court, efforts must be focused on communities not only taking an active lead in crime prevention, but also resolving the conflicts which often result in juvenile arrests. A review of law journals reflects the praises heaped on criminal justice programs which feature mediation and conflict resolution as their modus operandi. Criminal justice publications purport the effectiveness of programs which emphasize "restorative justice", especially with respect to victim-offender mediation. National experts of mediation models "sell" the cost-efficiencies of utilizing non-paid staff to resolve the differences of conflicting parties. Our courts have, in many instances, become adept at creating "diversion" programs which take criminal cases and place them in an indefinite holding pattern, or allow the fulfillment of a standard set of "punishments" (restitution, fines, community service) as a method for avoiding the prosecution of cases.

It seems, however, that in the process of promoting the merits of neighborhood justice, criminal justice professionals have, in many cases, taken the "neighborhood" out of the model. The fundamental premise of community prevention and intervention is that we all must get involved, as citizens, in addressing the antisocial behaviors which threaten to destroy our safety and security...in our schools, on our streets and in our homes. One of the primary problems we face in our communities is that we have grown dependent on our social institutions to solve the crime problem we see around us everyday. In *Habits of the Heart*, Robert Bellah et.al., poignantly expresses the alienation which most citizens feel from the community and government institutions which are supposed to represent their interests. Bellah claims that, when community members do not feel that the resolution of social problems can occur through their participation in community institutions (schools, churches, civic groups, advocacy groups, etc.), they often withdraw into an individualistic world which results not so much from apathy, but from helplessness. For example, if a parent feels he/she cannot make the public school system better, he/she will enroll his/her children in private school, abandoning the public school for those who cannot afford the choice. It is not, Bellah claims, that community members do not want to contribute to the overall resolution of social problems in their neighborhoods, it is that we have not allowed them meaningful access to our social institutions which allow for community mobilization to occur.

The challenge, then, for social institutions such as the family court is one of community empowerment. How do we get out of the way and empower communities to address the crime problem as they experience it? How can we promote community intervention without trying to control it for the needs of a bureaucratic system? Do we really want to put the "neighborhood" back into neighborhood justice, or are we more comfortable with intervention efforts which utilize professionals with the expertise to deal with criminal behavior? And, perhaps the most fundamental question we have to raise, is it too late for neighborhood justice to be successful? Do our communities really want to address their own social problems, or are we content to pay more and more each year to lock-up individuals so that we feel safe, albeit temporarily?

A program which eloquently answers such questions is one which has been operational in South Carolina for thirteen years. In 1983, the Lexington County Grand Jury, South Carolina (11th Judicial Circuit) began investigating neighborhood justice models due to the growing number of misdemeanor offenses they determined were flooding the Lexington County Family Court. They enlisted the support of Solicitor Donald V. Myers to investigate diversion

BY SUSAN ALFORD

programs which might allow more effective resolution of non-violent juvenile cases before they ever were registered on the court docket. One such program, which had been in operation in Seminole County, Florida since 1978, was called "juvenile arbitration." This program utilized unpaid volunteers to hold community hearings which included the juvenile, his/her parents, the victim and the referring police officer. These volunteers, called "arbitrators" mediate with all parties present to produce a contract, which the juvenile must complete in 90 days under the supervision of the arbitrator.

On the surface, this program appeared similar to many diversion programs which emphasize restitution and accountability for first-time offenders. However, it had some particular features which peaked the interest of both Solicitor Myers and the Grand Jury. There were no attorneys allowed at juvenile arbitration hearings. Each juvenile accepted into the program had to admit their guilt. If they stated they weren't guilty of the crime, they were referred back to the Seminole County Family Court. No fees were required for juveniles to enter the program. Arbitrators were required to be "non-professionals." The lawyers, psychologists, and child care workers most aware of the family court system and juvenile delinquency were not accepted into the training program, whereas housewives, retired firemen, clerks, salesmen and waiters/waitresses were welcome.

In addition, the routine bureaucratic trappings of diversion programs which are associated with the criminal courts were notably absent. Hearings were held in the community—in police departments, schools, fire stations, libraries and gymnasiums. Program staff consisted of one program manager and a half-time secretary. Most of the administrative workload and "leg-work" were handled by the volunteer arbitrators themselves. There was no standard list of contract sanctions. It depended on the hearing and on the agreements forged by all parties. Some of the sanctions had to be developed during/after the hearing. For instance, if all parties thought that a juvenile needed to tour with a police officer to appreciate the demands of law enforcement, or go through the emergency room at a local hospital to see the effects of careless driving, the parties present would develop *and* implement the sanction. The victims, parents, etc. were not only contributing information which allowed for fair retribution to all parties, but were also active members in the administration of justice.

The innovative nature of the program, coupled with Seminole County statistics (the \$26,000 program diverted 1/3 of the family court caseload program in its first year of operation, a recidivism rate of 6 percent resulted in its three years of operation and the 1,092 cases that were handled by the program in those three years), convinced Solicitor Myers and the Grand Jury that the program should be piloted in the 11th Judicial Circuit. Grant funding was obtained through the South Carolina Governor's Office in July 1983, and

this author was hired as the first program manager. During its first eight months of operation in Lexington County, the Lexington Juvenile Arbitration program utilized 41 arbitrators to divert 129 cases from the Family Court (representing 45 percent of the number of new criminal referrals from the family court). There was no recidivism during the program's first three years of operation. After grant funding was terminated in

1986, the South Carolina Department of Youth Services (now the Department of Juvenile Justice) began funding of the program through a contract with the Lexington County Solicitor's office, which continues to date. The Lexington County Juvenile Arbitration Program

"After a lot of terrible mistakes in this country...wasted time, wasted money, wasted lives...we're finding that ordinary people figure out best how to get prevention working in their own communities."

—Marsha Manatt Schuchard, PhD

is still going strong after 13 years of operation (see Table 1 for fiscal year comparisons), and the South Carolina Department of Juvenile Justice has continued to seed other solicitor office-based programs (such as the Aiken-Bamberg-Barnwell project promoted by Solicitor Barbara Morgan, and the York County project developed by Solicitor Tommy Pope) as part of the agency's efforts to mobilize community-based diversion projects. Flora Boyd, Director of the South Carolina Department of Juvenile Justice, has submitted a grant proposal this year to the U.S. Department of Justice to fund juvenile arbitration programs in each of the remaining 13 judicial circuits in South Carolina, which will allow the program to be implemented statewide.

What makes the juvenile arbitration program successful, not only in the successful diversion of cases from the family court, but also in the effort to empower communities to truly effect neighborhood justice? A formal evaluation has been conducted of the Lexington program, with exemplary results which are derived from measures normally associated with the objective evaluation of diversion programs (see Table 2). However, the formal evaluation of the effectiveness of juvenile arbitration is only part of the story. It is the empowerment of communities that paints the truest picture of the success of juvenile arbitration, and is reflected,

TABLE 1

SOUTH CAROLINA ARBITRATION PROGRAMS

Fiscal Year 1995-1996

	LEXINGTON COUNTY	AIKEN, BAMBERG AND BARNWELL COUNTIES	YORK COUNTY
Number of juveniles referred to arbitration program	370	300	336
Amount of monetary restitution received	\$5,038.14	\$4,360.90	\$1,987.58
Number of community service hours completed	4,666	3,194	1,696
Amount of money donated to charity	\$439.00	\$250.00	\$745.00
Success rate for FY 1995-1996	94%	93%	94.6%

TABLE 2

LEXINGTON JUVENILE ARBITRATION PROGRAM EVALUATION—1987

Age range of arbitrators surveyed: 27-67 years of age, average 41.7

92% had full-time jobs

Average number of cases arbitrated in two years with program 11.61

In a survey instrument completed by volunteer arbitrators:

- ✓ 92% evaluated the process of conducting an arbitration hearing as straightforward and clear;
- ✓ 86% indicated that they have no difficulty determining the facts of the case;
- ✓ 52% indicated that victims appeared at their hearings;
- ✓ 63% indicated that the offender's parents were cooperative during the hearing;
- ✓ 96% indicated that they were supported by the Program Manager;
- ✓ 100% indicated that the program provides a valuable service to be community;
- ✓ 93% indicated they planned to volunteer again for the following year;
- ✓ 96% indicated they were pleased with the disposition of their cases;
- ✓ 96% indicated that the program keeps arbitrator motivated;
- ✓ 89% found training to be useful and interesting.

"The overall picture which emerges from the Arbitrator Evaluation is that of a group of satisfied volunteers, who feel that they perform an important community service, and receive ample managerial support in their efforts.

Almost unanimously, the volunteers indicated that they were generally satisfied with the outcome of their arbitration cases. Virtually all respondents agreed that the program satisfied the reasons that they had for volunteering. Adding to the arbitrator's sense of satisfaction is the strongly held belief that they are providing the community with a valuable service via their efforts. Finally, volunteer satisfaction with the program is strengthened by the fact that they are free to turn down cases they don't want, and do not perceive themselves as overburdened by their involvement in the program".

—David Blackmon
University of South Carolina

in four distinct elements of the program's essential philosophy and design: the juvenile population served, the waiver of fees, the non-legal nature of the hearings and the volunteer arbitrator.

Program Design

The Lexington County Juvenile Arbitration Program is one which has always remained true to its original design, despite pressure from many parties (attorneys, public, family court system, schools) to make changes. As the original program manager in 1983, I was warned by Mrs. Gayle Hair, manager of the Seminole County program, that once the program became successful in South Carolina, I should not be swayed by the many well-meaning individuals who would want to make adjustments to the program design. She reflected, her own regrets about changes she had made to her Florida program based on "customer input," and she stated that many of the adjustments she made did not improve the program's benefits for the juveniles served.

I did not realize the wisdom she had shared with me until much later in my tenure as program manager. As I became more knowledgeable about what actually occurs in juvenile arbitration hearings, and about what juveniles experience in the program, I was able to determine the elements of the program design which were essential and non-negotiable to the program's success. It was interesting, as I gained experience in managing the program, that it was the very elements which I viewed

as essential to the program's definition as a neighborhood justice program in action which professionals eventually lobbied for us to change. These elements of the program's design included the juvenile population served, the waiver of fees, the non-legal nature of arbitration hearings and the utilization of non-professionals as arbitrators.

Juvenile Population

Juvenile Arbitration Programs are by definition restorative justice programs. The program's guiding philosophy is that it is possible for first-time, non-violent criminal offenders to sit down with all of the parties affected by his/her crime and restore all parties to their rightful place as community members. The notion of restitution or restoration is a powerful one for adolescents — the message that one really can take responsibility for his/her actions appeals to the adolescent's sense of justice and punishment. The type of contracts which are forged in arbitration hearings reflect the full implementation of the restorative philosophy — juveniles are required to take actions to pay restitution and do community service, but they are often asked to take actions to "make up" to victims for the intangible losses. Victims might ask juveniles to visit a local crime watch meeting to listen to the fears which community members experience in neighborhoods where crime is on the rise. Law enforcement may ask the juvenile to make-up for the time spent processing their case by assisting a police officer in the filing of masses of documentation. The contracts themselves are anything but standard lists of retributive acts. They are tailored to the community's sense of what are both tangible and intangible results of crime.

What is not considered appropriate, then, in such a model is using arbitration programs for criminal actions which cannot be best served by the restorative justice approach. How does one make-up for violent actions such as aggravated assault or rape? How does one pay back the community for skipping school? One of the ironies of the successes of a program like juvenile arbitration is that, once it became established in Lexington County as an effective diversion program for non-violent criminal offenders, criminal justice and school professionals expressed desires to use it more and more to clear the family court docket. The pressure to use the program for more and more marginal cases (such as cases which had been violent in nature, yet were considered for pleas because of lack of evidence) came mostly from law enforcement, but the surprising pressure came from school districts who wanted to use juvenile arbitration as a way of dealing with truants and behavior problems. The location of the program in the solicitor's office, and the strong leadership provided by the solicitor in maintaining the integrity of the program, became paramount during this period. It prevented the expansion of the program to deal with offenders which the model could not effectively serve. And, to put it in less than delicate terms, it prevented the program from becoming diluted in its effectiveness by changing its focus to serve the needs of systems professionals, rather than the community itself. One of the primary lessons learned in the Lexington County experience with juvenile arbitration is that the program is successful because it remains true to the retribution philosophy

but also because it makes good common sense. Some slates can be wiped clean by an offender through hard work and taking responsibility for the results of their actions, but it is the sense of most common folk that some crimes are not that simple to restore — they require a different kind of action or intervention. And these serious crimes, or in some instances victimless crimes (such as incorrigibility, truancy, etc.), should be handled through other means in order to promote the success of those interventions.

Waiver of Fees

One of the elements of the juvenile arbitration program which make it a rarity in the litany of pre-trial diversion programs which exist for juvenile or adult offenders is that there are no fees levied for participation. It is not a money-making enterprise, and therefore has been subject to intense scrutiny and criticism by professionals who view the merits of the program as substantial, yet chafe at its deficits as a source of revenue for the county. The philosophy of the program, again, is common sense: a program which truly is run by volunteerism and community support should be managed in concert with that philosophy, and fees are not necessary towards that end. Because the program operates only on the funding necessary to manage the program manager's office, it does not have to wonder or worry about whether some juveniles cannot enroll in the program because they cannot afford an enrollment fee. The program is not subject to the money-making needs of county professionals who review the program as a revenue source and therefore may determine that fees must increase. The waiver of fees for participation, in many ways, keeps the program design isolated from political agendas and abuse by criminal justice professionals.

There are those, of course, who propose that the payment of fees is a part of the design of any good pre-trial diversion program. Comments such as "when offenders pay for programs, they are more invested in the successful completion of sanctions" permeate our thinking regarding pre-trial programs. But the other less-verbalized intention behind the assessment of fees is also that of "paying for justice"—shouldn't offenders have to pay us for the privilege of not going to court? There is a subtle message which fee-assessment sends to the offender, that being "I can buy my way into a program which keeps me from getting a record." I am not implying that fee-assessment necessarily makes a pre-trial program less effective, but what I am contending is that programs such as juvenile arbitration are even more effective because they are not dependent on fees for their stability. And, the added message they send to offenders is that money is not the determining factor for whether you enter this program. The determining factor is your admission of guilt.

Non-Legal Nature of Hearings

Juvenile arbitration hearings are not grounded in the philosophy of the courtroom. Juveniles/parents waive their rights to legal representation. Arbitrators make a determination of guilt at the beginning of the hearing. They assure that the accused and his/her guardian(s) understand the nature of the charges; if the juvenile admits his/her guilt, the

hearing continues. If the juvenile states that he/she did not commit the crime as described, the hearing is terminated, and the juvenile and his/her guardians are informed that they have the right to appear before a family court judge.

The absence of attorneys in juvenile arbitration hearings is purposeful. One of the fundamental principles in operation in the arbitration

process is that all parties are equal at the table, and the juvenile must agree to a contract which satisfies all present at the hearing. It is an important part of the arbitration process that the juvenile feel the full weight of the consequences of his/her actions. The nature of the attorney/adversarial process often belies those very goals; an

attorney has the unstated role of assuring that the client receives the least restrictive punishment possible. Because the attorney's presence also elevates the status of the client, in terms of his input into the mediation process, it is important that the arbitration process not be set up initially to unbalance the powers at the contract table.

During the start-up and initial phases of the Lexington County Juvenile Arbitration Program in 1983, the prohibition of attorney representation in juvenile arbitration hearings was not controversial. However, as the program grew in its scope and effectiveness, rumblings in the legal community began to emerge. The largest complaint from local attorneys came as a result of their perception that arbitration had the potential to take away business from the legal community. Although the types of cases which were being handled by the Lexington program were not the cases which normally utilized private legal representation in family court, the fear still existed that "if people think that volunteer arbitrators

"The Juvenile Arbitration Program does not allow for any excuses...juveniles must accept responsibility for their behavior. Juvenile Arbitration eases the tremendous burden of the family court, and allows the court to deal more effectively with serious and violent offenders."

**—Donald V. Myers, Solicitor
11th Judicial Circuit**

Criteria for Juvenile Arbitration Program Success

1. First Offenders with Property Offenses
2. Heterogeneous Juvenile Population
3. Solicitor's Office Support
 - a. Commitment to Program Design
 - b. Staff support
4. DJJ Office Support
 - a. Commitment to Program Design
 - b. Staff support
5. Community Resources
 - a. Law enforcement
 - b. County resources
 - c. Sources for Volunteer recruitment (colleges, associations, etc.)
 - d. Community service sites
 - e. Training support

can decide cases effectively without attorneys, what will come next?" Judges and representatives from local juvenile justice agencies expressed no such fears, perhaps because of their burgeoning dockets and the lack of competition which existed for their particular function in the legal process. In any case, it was an interesting phenomenon to witness the territorial impact which a small, \$35,000 juvenile diversion program could have on the legal community as a result of its non-legal nature. The Lexington County Solicitor's Office was able to deal effectively with these issues through positive communication with attorneys throughout the county, and as a result of their efforts, it never became an issue which significantly interfered in the program's operation or success.

The Volunteer Arbitrator

If one had to pinpoint the most definitive feature of the program design of juvenile arbitration, there is no question that it would be the role of the volunteer arbitrator. The volunteer arbitrator provides the common sense, the neighborhood justice philosophy and the community support to the program. It is interesting that, in the truest sense of neighborhood justice, one is not looking for professionals or experts to administer justice; one is seeking individuals who come to the table with a common sense notion of right and wrong and a common sense approach to making things right. Because the juvenile arbitration hearings are not legal or clinical in nature and have no values restrictions placed upon them, they flow according to the common sense of all parties present. And, as a result of that process, they often proceed in a much different direction than would be comfortable to criminal justice professionals.

That does not imply that the volunteer arbitrator is unskilled. The Juvenile Arbitration Program model requires that volunteers experience 21 hours of training in a variety of topics — the retribution model, adolescent issues, mediation skills, legal issues and program mechanics are a few of the training areas covered for certification. Restrictions placed on the volunteer arbitrator are those placed by program definition or law. For instance, the volunteer arbitrator is asked not to act as a therapist or counselor, but to make referrals for those services as they see necessary. They also have limits placed on the amount of restitution which can be required by law in South Carolina. It is where the restrictions end and the arbitrator is allowed to administer justice based on common sense and community restoration, that demonstrates the power of the program. Volunteer arbitrators really are the heart and soul of the program, and the role of the program manager is to have one hand on the steering wheel, while getting out of the way of the process and allowing community justice to occur.

The marriage of bureaucracy and volunteerism does not occur easily. Volunteers are messy. They overextend themselves, develop eccentric or unusual sanctions, cross comfortable boundaries and make demands upon programs which require special attention. Volunteer arbitrators

also support the functions of program management. They raise monies, contribute goods and services and provide manpower to everyday functions of administration. When allowed to bring their mixed bag of support and challenges to the system, they make the system more flexible and accountable. They question the rules, challenge old practices and encourage new thinking. It is the role of the juvenile arbitration program manager to

provide a support system (infrastructure, training, quality assurance) for volunteers which promotes the efficient operation of the program.

The management of juvenile arbitration programs which utilize volunteer arbitrators is difficult only if one

cannot live with the unmanageability of volunteerism. The benefits of volunteerism in a community justice model cannot be overstated — nonprofessional volunteers assure that the neighborhood is not taken out of neighborhood justice. And, as a former program manager, I am convinced that one of the primary intangibles which impact the success of the program (in terms of positive statistics, low recidivism, etc.) is the volunteer arbitrator's freedom to forge common-sense solutions to community problems, without the burden of satisfying the needs of the system, or its professionals.

The Future

The future of juvenile arbitration in South Carolina is bright. It is viewed by the South Carolina Department of Juvenile Justice as an important program in the development of innovative partnerships with solicitors in the state to promote successful prevention/intervention strategies for at-risk juvenile offenders. The challenge, at present, is how to maintain the integrity and soulfulness of a non-traditional program when it is targeted for statewide expansion. The true test of this program's success will rest in our ability to get out of its way and allow the very elements which make it successful remain as part of its design and implementation. □

Susan Alford is the Deputy Director for Program Services at the South Carolina Department of Juvenile Justice in Columbia, SC.

"The most positive aspect of Juvenile Arbitration has been the use of community volunteers as arbitrators. These individuals are involved because they care deeply about the community and about the juveniles themselves."

**—Thomas E. Pope, Solicitor
16th Judicial Circuit**

Technical Assistance

Announcement

Expanding and Improving Community Justice Initiatives

Introduction

Probation and parole agencies have experienced incredible growth and change over the past decade. Two salient trends in probation and parole are: 1) the development of correctional options designed to meet the varying risks and needs of a growing offender population; and 2) the involvement of the community in justice agency activities. Innovative states and communities are restoring public confidence by developing initiatives which follow the guiding principles of community justice which include - making the community a full partner with justice agencies to promote public safety, and addressing the needs of the community through a problem-solving approach.

The American Probation and Parole Association (APPA) recognizes that probation and parole departments (along with other justice agencies) need to become more involved in their communities and the community justice process, resulting in enhanced and improved correctional options. APPA has significant expertise and interest in helping probation and parole departments develop in this area and to encourage these trends.

Therefore, APPA is pleased to offer agency-specific, time limited and brief technical assistance opportunities to probation and parole agencies committed to the development, implementation or the enhancement of correctional options programs following the guiding principles of community justice which include:

- informal social controls are the most effective method of reducing crime;
- crime is a community problem;
- community involvement should be encouraged to the maximum extent possible; and
- networking and collaboration are necessary to significantly impact crime and maximize agency operations.

The Bureau of Justice Assistance (BJA) has awarded a grant to APPA for the purpose of providing technical assistance with strategic planning, policy development, program evaluation; or training on community justice initiatives.

Technical assistance in this area will focus on :

- organizational changes required to effectively involve the community;
- community partnerships;
- public relations strategies;
- community mobilization tactics; and
- methods for volunteer recruitment and retention.

By involving community members in correctional options, they become aware of the benefits associated with successfully managing offenders within the community and of their important role in that success. Agencies requesting assistance should be familiar with the concepts presented in APPA's *Restoring Hope Through Community Partnerships: A Handbook for Community Corrections*.

Community Involvement

Community justice establishes a full working partnership between justice agencies and the community and compels us to move beyond reaction to prevention thereby restoring hope to communities. Involving the community in correctional options serves two major purposes: it expands the services, resources and support available to offenders, victims and probation and parole agencies; and it provides an informal mechanism of control within the community. Through volunteer services, ties with local businesses and neighborhood awareness programs' probation and parole agencies can facilitate offender reintegration, victim and community restoration and enhance justice agencies chances of achieving the ultimate goals of any correctional option, reduced recidivism and increased public safety.

APPA invites you to take advantage of this opportunity by submitting an application.

For additional information contact:

Karen L. Dunlap
Research Associate
American Probation and Parole Association
The Council of State Governments
PO Box 11910
Lexington, KY 40578-1910
(voice) (606) 244-8211
(fax) (606) 244-8001
(email) kdunlap@csg.org

Application Procedures

To be considered for technical assistance, all applications must include the following criteria:

- Community focused concept following the guiding principals of community justice.
- Agency cannot be primarily a juvenile justice agency, or dealing with a specific juvenile issue.
- Key members of justice agencies and the community must have demonstrated their commitment to a community justice initiative.
- Project must increase or enhance the involvement of probation/parole agency in the community justice.

Before submitting an application, or for additional information contact Karen Dunlap at (606) 244-8211 to discuss the focus and time frame of the technical assistance being requested, and to obtain guidance on the application procedures. To apply for technical assistance agencies must submit the following , please limit application to no more than two (2) pages:

- A brief, but clear, statement of: 1) the identified need the agency would like to address, or 2) the organizational enhancements the organization would like to make to existing criminal justice initiatives.
- A brief description of the existing networking and collaboration between justice agencies and the community.
- A brief description of the technical assistance requested.
- Funds are limited. Requests should be made as soon as possible.



The Relationship of Case Management Strategies to Probation Officer Personality Types

Introduction

In the criminal justice field of probation and parole, questions have arisen concerning how probation officers should be described. What kind of people are they and do their personality types affect the way they do their jobs? Do certain personality types excel more in one functional role or another (Hennessy, 1990)? Should a specific role be assigned to a specific personality type? Can a certain personality type better assume one role than another?

The knowledge of probation officers' personality type and preferred case management strategies allows for the investigation of the relationship, if any, that exists between these two variables. If such a relationship does exist, it should lead to more effective and efficient assignment of probation officers to particular caseloads or role functions.

Personality type profiles of employees have been investigated by various governmental organizations in other states (Burbeck & Furnham, 1985; Hanewicz, 1978). However, in only one state (Texas) has research been conducted on the personality type profiles of probation officers (Sluder, 1991). The research in Texas, also for the first time, compared those personality profiles to the case management strategy which an officer prefers. This study was a follow-up to Dr. Richard Sluder's work.

The purpose of this study was threefold. First, the study sought to learn to what extent probation officers in Delaware preferred one of the three major case management strategies — casework, resource brokerage or law enforcement. This issue was explored by examining the distribution of strategies preferred by Delaware probation officers.

Secondly, the study sought to determine the personality types of probation officers in Delaware. Again, the distribution of different personality types was investigated to determine what patterns, if any, existed and whether one or more types were predominant among Delaware officers.

Third, the study sought to investigate if a relationship existed between officer personality type and case management strategy preferred. This issue was addressed by comparing the variables across a sample of probation officers in the state. The study led to a better understanding of the current group of Delaware probation officers and may therefore

lead to improved efficiency and effectiveness of the probation system by using that knowledge in the assignment of probation officers to specific kinds of offender caseloads.

Since most criminal offenders are manipulative in nature, probation officers who have a particular personality type are better able to improve communication and resolve conflict with offenders.

In this study three questions were explored. The first research question asked: "What is the distribution of case management strategies and is one strategy predominant among Delaware probation officers?"

The second research question asked: "What is the distribution of personality type and do one or more types predominate among Delaware probation officers?"

The third research question asked: "Does a relationship exist between personality types and case management strategies?" If a relationship does exist, it could be an important consideration in the assignment of an officer to a specialized caseload.

The results of the present study showed that officers are apparently more inclined towards offender reform than toward offender control.

Methodology

Population

The sample for this study was composed of 102 probation officers from three counties across the state of Delaware who voluntarily completed and returned two survey instruments. Descriptive background characteristics were obtained from information at the end of the probation strategies questionnaire. These characteristics were age, gender, race, length of service as a probation officer and educational status. Data on these characteristics were collected and reported as a means of describing the sample, rather than as study variables.

Table 1 provides a comparison of the participating sample to the population eligible to participate, in terms of age, gender, ethnicity, and years of experience.

Chi-square goodness of fit tests were used to compare the sample distributions on gender and ethnicity to those of all probation officers in Delaware. Single sample t-tests were used to compare the mean age and experience of the sample respondents to those of the entire population. The analyses indicated that there were no differences in the gender of the sample and the eligible population ($X = 0.20$), or in the ethnicity of the sample and the eligible population ($X = 0.20$). However, the sample was older, on average, than the population from which it was

BY CURTIS E. WRIGHT, ED.D

Table 1**Comparison of Subjects in Sample to Total Population**

Characteristics	Sample		Population		X ²
	f	%	f	%	
Gender					
Male	60	59.4%	123	61.8%	0.24
Female	42	40.6%	76	38.2%	
Ethnicity					
Minority	19	18.8%	41	20.6%	0.20
White	83	81.2%	158	79.4%	
	Sample		Population		t
	n	M	n	M	
Age	102	37.9	199	34.6	3.66
Years of Exp	102	9.0	199	13.9	-7.70

drawn ($t=3.66$, $p<.05$), and had less experience, on average, than the population of probation officers in Delaware ($t=-7.70$, $p<.05$).

Variables

The two primary variables used in this study were the case management strategy preferred by probation officers (as measured by the Probation Strategies Questionnaire (PSQ) and the four personality dimensions (as measured by the Myers-Briggs Type Indicator).

Descriptive statistics for all continuous variables collected in the study are displayed in Table 2. Included in the table are the mean, standard deviation, minimum score and maximum score for each of the variables.

The Myers-Briggs Type Indicator scores are designed so that an individual who falls at the mid-point of a personality dimension would receive a score of 100. Scores less than 100 indicate that an individual leans toward the first-mentioned pole while a score above 100 indicates that the individual leans toward the second-mentioned pole of the dimension.

The data displayed in Table 2 suggested that, on average, the probation officers in Delaware tended to be more sensing, thinking and judging than intuitive, feeling and perceiving. Those means all appeared to be substantially less than 100. Conversely, the subjects appeared to be about equally divided on the extroversion-introversion dimension. The average age of the respondents was 37.9 years and the average probation officer in the sample had about 9 years of experience. Table 4 shows the frequency distribution of the categorical variables.

The data presented in Table 3 suggests that Delaware Probation officers tend to prefer the caseworker strategy compared to resource broker or law enforcement. Also, while subjects were about equally divided on the

Table 2**Descriptive Data of Delaware Probation Officers (n=102)**

Variables	M	SD	Min X	Max X
MBTI Scores				
EI	98.06	25.05	55.00	157.00
SN	80.35	26.26	33.00	147.00
TF	80.76	22.14	35.00	139.00
JP	92.15	22.03	45.00	143.00
Age	37.90	9.10	24.00	61.00
Years Service as Probation Officer	9.01	6.42	1.00	24.00

extroversion-introversion dimension, they tended to be predominantly sensing, thinking and judging types, a result consistent with the mean scores presented in Table 3. The sample included 58.8 percent males and 41.2 percent females. The study participants included 18.6 percent minorities and 81.4 percent white probation officers.

Table 3 provides the frequencies indicating the distribution of officers by personality type across the 16 combinations of the four MBTI dimensions.

Findings**Caseload management strategies**

Seventy-two percent of the sample supported the caseworker strategy. By way of comparison, a previous study showed significantly greater support for the resource broker strategy than for either casework or law

Table 3**Distribution of Categorical Variables (n=102)**

Variable	f	%
Case Management Strategies		
Caseworker(1)	71	69.6
Resource Broker (2)	11	10.8
Law Enforcement(3)	20	19.6
MBTI Dimensions		
Extrovert(1)	53	52.0
Introvert(2)	49	48.0
Sensing(1)	79	77.5
Intuitive(2)	23	22.5
Thinking(1)	87	85.3
Feeling(2)	13	14.7
Judging(1)	65	63.7
Perception(2)	37	36.3
Gender		
Male(1)	60	58.8
Female(2)	42	41.2
Ethnicity		
Minority(1)	19	18.6
White(2)	83	81.4
Education Level		
High School(1)	1	01.0
1-2 Yrs Col (2)	1	01.0
Col Grad(3)	73	71.6
Adv Degree(4)	27	26.4

enforcement (Sluder, 1991). In the probation service the emphasis on the use of external resources in assigning officers to specialized caseloads could account for the relationship between those supporting the resource broker strategy and the law enforcement strategy.

The results of the present study showed that officers are apparently more inclined towards offender reform than toward offender control, which could be of critical importance to the probation service because it bears a strong relationship to the probability of how that officer reacts to situational problem solving.

The overwhelming support for the casework strategy in this study indicates a move by officers away from the law enforcement mentality that the only way to deter crime is through total control of the criminal.

MBTI personality types

Delaware probation officers tended to be sensing personality types (77.5 percent) rather than intuitive types (22.5 percent). They also were

Table 4
Distribution of Subjects by Personality Type Across the sixteen Combination of the Four MBTI Dimensions

Personality Combination	f	% of Total
Extroversion		
ESTJ	27	26.2
ESTP	8	7.8
ESFJ	5	5.0
ESFP	2	2.0
ENTJ	5	5.0
ENTP	4	4.0
ENFJ	0	0.0
ENFP	3	3.0
Introversion		
ISTJ	26	25.5
ISTP	9	8.8
ISFJ	0	0.0
ISFP	2	2.0
INTJ	3	2.9
INTP	6	5.8
INFJ	0	0.0
INFP	2	2.0

shown to be overwhelmingly thinking types (85.3 percent) rather than feeling types (14.7 percent), and more likely to be judging types (63.7 percent) than perceptive types (36.3 percent).

There was no difference among the officers on the extroversion-introversion scale. The greatest proportion of officers were classified as ESTJ (26.2 percent) and ISTJ (25.5 percent). Making up 51.7 percent of the sample, the preponderance of these two types is interesting in light of the findings in the only other study to compare an officer's personality type with the

caseload management strategy preferred. In his study of Texas probation officers, Sluder (1991) found that the two most frequently occurring categories were ESTJ (20.7 percent) and ISTJ (19.2 percent).

In this study the STJ preferences showed interesting characteristics, not just in the frequency but also in the level of significance. Myers and McCaulley (1985) suggested that the SN preference appeared to be the most important of the four dimensions in the choice of occupation. In the present sample, with a high percentage of sensing (S) types, this would suggest that Delaware probation officers tend to approach their work roles with caution in the strategy they adopt, because sensing (S) types tend to be practical, realistic and dependable (Myers & McCaulley, 1985).

The thinking-feeling (TF) dimension also showed interesting results for the subjects in this study. People who are the thinking (T) type tend to be logical and impersonal in decision making while those who are the feeling (F) type are usually more value oriented (Myers and McCaulley, 1985). Thus, the high concentration of thinking types found in this study suggests that Delaware probation officers are objective and firm in their dealings with offenders.

In the last MBTI dimension of Judging-Perception (JP), 65 percent of the subjects were classified as Judgers, not uncommon in police related occupations (Hannewicz, 1978). Judgers are systematic planners in the methods they use to handle specific tasks (Myers and McCaulley, 1985) and Delaware probation officers are apparently no different.

Discussion

Work in probation and parole involves a great deal of judgment and reasoning. Caseload management is perhaps the one area of probation work that has received the most attention as the factor likely to influence supervision effectiveness. Implications of the findings in this study are noted and discussed in terms of the three research questions addressed in Chapter 1. In this study the predominant strategy of casework was closely related with ESTJ and ISTJ types. These two types tend to share common characteristics of being practical, matter-of-fact and well organized. Analytical procedures revealed a relationship between

introversion and those who supported the casework strategy more so than extroversion.

In this study extroverts and introverts were about equally represented. But introverts tended to prefer the resource broker strategy while extroverts preferred the casework or law enforcement strategy. Because of this finding probation administrators need to consider the impact of personality type when assigning officers to specialized case loads. Probation officers who are extroverted possess certain personality characteristics which clearly affect their decision making.

Findings in this study indicate that any future research should address causal factors using different statistical analyses and random sampling methods to include larger samples. This study found only one significant relationship between the strategy supported and personality type dimension, and one relationship that approached significance; thus, future research is needed to determine if other theoretical relationships suggested by the MBTI such as attitudes and beliefs exist in probation work.

It was noted earlier in this study that based on the results, probation officers tended to be moving away from offender control and towards offender reform. Reform-based thinking on the part of officers, is clearly linked to the casework strategy supported by the officers in this study. In addition, there is strong public support for offender reform (Cullen, Cullen & Wozniak, 1988).

Obviously probation work is changing as well as probation workers and offenders. The findings in this study indicate that probation officers who support offender reform (casework) and those who support offender control will find common interests despite diversities in ideology.

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CALL FOR NOMINATIONS

1998 APPA Awards

APPA Awards – Deadline: April 1, 1998

The Awards Committee of the American Probation and Parole Association is actively seeking nominations for four awards that are to be presented at the APPA Annual Training Institute. APPA does not require that the recipients be members of the American Probation and Parole Association. APPA considers it essential for members to participate in the nomination and selection process to assure that award recipients deserve such recognition from our probation and parole profession.

Scotia Knouff Line Officer of the Year Award

The most competitive and perhaps the most prestigious practitioner award, is the Scotia Knouff Line Officer of the Year Award. This award is given to a probation, parole or community corrections officer who has performed assigned duties in an outstanding manner and/or made significant contributions to the probation, parole or community corrections profession at the local, regional or

national level. The recipient may also have brought credit or honor to the profession through participation or involvement in community activities or programs.

Walter Dunbar Memorial Award

The Walter Dunbar Memorial Award is the oldest APPA practitioner award. It

is presented in honor of one of APPA's most distinguished colleagues, the late Walter Dunbar, who served as director of the

California Department of Corrections, chairman of the U.S. Parole Commission and director of the New York State Division of Probation. The award is presented for significant contributions by a practicing professional or a retired practitioner in the field of probation and/or parole.

University of Cincinnati Award

The University of Cincinnati Award is not a practitioner award. It is presented to an individual who has made significant contributions to the probation and parole field or criminal justice technology. Recipients typically are individuals from an academic research or government agency not engaged in providing probation and parole services.

Sam Houston State University Award

The Sam Houston State University Award is presented to an individual who has published an article concerning probation, parole or community corrections, which provides new information and insight into the operation, effectiveness or future of the community corrections profession. For such recognition an article must have been published in a national or regional journal.

Nomination Procedure

Nominations must be sent to the chairman of the Awards Committee in written form. Nominations must include all of the information specified in the APPA Award Nomination Format – identify the specific APPA award that pertains, name, address and telephone numbers where nominee may be contacted; education, employment history, professional and community activity involvement, background of nominee and the specific justification that supports the recommended APPA award. There should be three testimonials from a variety of different supporters from the profession, treatment services, law enforcement, victims, clients or the community. All letters of nomination must also include a 3" x 5" photograph of the nominee. Photographs and summaries of APPA award recipients will be included in the APPA awards luncheon bulletin. Other nominee photographs and summaries will be provided to the APPA Secretariat for use in whole or in part, in *Perspectives*.

APPA Award Nomination Format

Nomination Submitted by: Name, address and telephone.

Nomination for: (Identify the specific APPA award)

A. Nominee Personal Data: Name:

Agency:	Telephone (home):
Address:	Telephone (business):
Date of Birth:	Work Title:

B. Education: Indicate date of degree(s) awarded — school attended — date of award. Specify information for all universities attended — or work on degree.

C. Employment History: Indicate job title — location of employment — periods of employment (cover past 15 years of employment or period of employment if less).

D. Professional and Community Activities: Identify memberships, offices held and awards received. (Note - A vitae or resume containing items A through D may be substituted.)

E. Justification: That supports the recommended APPA award along with at least three testimonials.

F. Testimonials: There should be three testimonials from a variety of different supporters from the profession, treatment services, law enforcement, victims, clients or the community.

G. Photograph: Any size photograph of nominee, 3" x 5" or larger.

All nominations for APPA awards must include all information specified above.

Nominations must be sent to:

Barbara Broderick
Arizona Supreme Court
Director, Adult Probation Division
1501 West Washington Street, Suite 344
Phoenix, AZ 85007
Fax: (602) 542-9673

Deadline: April 1, 1998

CALL FOR NOMINATIONS

APPA President's Award

But the final answer can never be a scientific one. Though science must surely inform our options, the ultimate choices we make must come from our values, for these are the moral home from which we act.

— Todd R. Clear, PhD

What is already passed is no more fixed, than the certainty that what is future, will grow out of what has already passed.

— George Cheever

In 1993, the American Probation and Parole Association established the President's Award to recognize exemplary community corrections programs which serve to advance the knowledge, effectiveness and the integrity of the system. APPA acknowledges the growing responsibilities of the profession in meeting the ever present demands by celebrating the successes of our constituents. Successes are the product of collaboration, teamwork and organizational spirit. To this end, APPA seeks to recognize visionary organizations who have exemplified the management and innovations necessary to lead community corrections into the next decade.

APPA realizes that nothing is as dangerous as THE right answer or the ONLY answer available. As a profession, we must continue searching for a second or even a third or fourth "right" answer. These searches take place when individuals choose to have them happen and take personal responsibility to make them happen. Successes are the product of collaboration among such individuals, teamwork and organizational spirit. These risk-taking organizations provide the strong environments needed to encourage, support and nurture experiences which lead us to the discovery or exploration of new paradigms.

In recognizing our association's past leadership, APPA will recognize through the President's Award those visionary organizations who have exemplified the management and innovations necessary to lead community corrections toward our future.

Selection Criteria

The APPA President's Award will be given to the community corrections program which meets all or a combination of the following criteria:

- The program/project either changes or contributes to the broad "field" of community corrections and helps to move the "field" forward.
- There is a clear correlation between the goals of the program/project/agency and their effect

(impact).

- The program/project/agency makes a difference which is supported by impact data.
- The elements of the program/project/agency which make a difference can be replicated by others.
- There is clear evidence of the supportive nature of its environment.
- The program/project/agency will be qualitatively evaluated on the following characteristics:

program implementation process;
client assessment practices;
program characteristics which match the client's needs;
therapeutic integrity;
relapse prevention techniques;
staff characteristics and evaluation.

APPA President's Award Nomination Format

- A. Agency name
Address
Jurisdiction
Name of person submitting nomination
Address & telephone number
- B. Program/project title
Program/project director's name
Address & telephone number
- C. Describe goal(s) of program/project
Population(s) served
Staffing/Budget
Description of program/project (include unique methodologies, if any)
Technologies used
Program/project outcome (cite supporting data)
Anticipated outcomes, if any
- D. Project/program benefits: Describe the benefits of the program/project to your community, "field," and agency.
- E. Conclusion: Describe why this program/project warrants this award.

Nominations must be sent to the Chair of the Awards Committee in written form by **April 1, 1998**. Nominations must include **all** of the information specified in the APPA President's Award Nomination Format.

Nominations must be sent to:

Barbara Broderick
Arizona Supreme Court
Director, Adult Probation Division
1501 West Washington Street, Suite 344
Phoenix, AZ 85007
Fax: (602) 542-9673

Deadline: April 1, 1998

CALL FOR NOMINATIONS

APPA Member of the Year Award

The APPA Member of the Year is an award open to any APPA member who meets the award criteria. This award is intended to recognize the work and energy of a worthy APPA member.

Award Criteria

The APPA Member of the Year must have been a member of APPA for at least one year with a current membership. The APPA Member of the Year must have provided significant contributions to the organization through promotion of the vision/mission of APPA. The APPA Member of the Year cannot be an elected member of the APPA Board of Directors or the Executive Committee.

Any APPA member may submit a nomination for APPA Member of the Year by

providing the following information:

Name, address and telephone number of nominee

Name, address and telephone number of nominator

Length of time nominee has been a member of APPA (must be a member for at least one year)

Description of contributions the nominee has made to APPA and/or their affiliate association (provide a list of specific contributions).

Submit the nomination by **April 1, 1998**, to the following address via mail or fax:

James Sinclair
Assistant Director
Tarrant County CSCD
200 West Belknap
Ft. Worth, TX 76196-0255
(817) 884-1704
Fax (817) 884-1862

APPA Community Awareness Through Media Award

The APPA Community Awareness Through Media Award is a new award that wishes to recognize a media broadcast, publication or film capable of reaching a national audience, which broadens the public's awareness and understanding of issues in the American criminal justice system through sharing the vision of APPA.

Award Criteria

Those eligible for the APPA Community Awareness Through Media Award will include media broadcasts, publications or films, capable of reaching a national audience, which broadens the public's awareness and understanding of issues in the American criminal justice system through:

- sharing the vision of APPA in which community partnerships are restoring hope by embracing a balance of prevention, intervention and advocacy; or
 - covering the American criminal justice system with accuracy, fairness and balance.
- Please submit a nomination for the APPA

Community Awareness Through Media Award by providing the following information:

- Title of article/publication/program
- Name, title, agency, address, phone and fax of person directly associated with article/publication/program
- Date published/broadcast
- Affiliation (if applicable)/name of newspaper/magazine/TV station.
- Supporting documentation (e.g., reviews, awards)
- Name, title, agency, address, phone and fax of person submitting nomination

Also, if possible please submit a copy of the publication or tape of the broadcast. If not

available, write a brief description of why you believe it meets the above criteria.

Submit the nomination by **April 1, 1998**, to the following address via mail or fax:

Pamela Kirkby
Office of Adult Probation
643 Maple Avenue
Hartford, CT 06114
(860) 566-8350
Fax: (860) 566-7443

A LOOK BACK

“Catch the Spirit” Join the Revolution Against Violence

Over 1,800 participants gathered in Boston, Massachusetts for the 22nd Annual Training Institute, August 17-20, 1997. The event was co-sponsored by the New England Council on Crime and Delinquency and the Commonwealth of Massachusetts, Executive Office of Public Safety and hosted by the Massachusetts Probation Services. The Institute theme, “‘Catch the Spirit’ Join the Revolution Against Violence” offered participants top-rate educational programs, opportunities to see, test and compare the latest products and services in the exhibit showcase as well as peer networking activities.

Program

The Institute opened Sunday evening with an informative opening session presentation by William J. Bratton, Vice Chairman of the Boston-based First Security Services Corporation and President of its New York subsidiary, First Security Consulting, Inc. Mr. Bratton's presentation, “Winning the War Against Crime and Violence,” related his experience as the 38th police commissioner of the City of New York with current issues facing community corrections professionals. Mr. Bratton discussed how he, a strong advocate of community policing, moved towards a decentralized police bureaucracy, stronger precinct commands and better trained and motivated police officers – all to support a comprehensive and assertive strategy for dramatically reducing crime, disorder and fear in the nation's largest city.

The opening session kicked off two full days of educational sessions including two plenary sessions. Monday's plenary session, “A Debate – Treatment, Incapacitation and Punishment: Competing or Complimentary Paradigms?” was presented by Paul Gendreau, Professor of Psychology and Director of the Criminal Justice Studies Centre at the Saint John Campus of the University of New Brunswick and Anne M. Piehl, Assistant Professor of Public Policy at Harvard University's Kennedy School of Government and faculty research fellow with the National Bureau of Economic Research. The presentation examined the question as to whether ideological preference versus empirical research findings guide public policy decisions. The session focused on the research findings and the economic and policy implications of treatment, inca-

pacitation and punishment.

Tuesday's plenary session, “The Not-Too-Quiet Revolution from Within: Assuring Equal Treatment for Victims of Crime,” was presented by Jeanine Ferris Pirro, District Attorney for Westchester County, New York. The high-energy speaker discussed how she has long been seen as a clear and vocal advocate for victims of crime. “As we approach the year 2000 with a vision of providing ‘hope’ for our communities, we need to have our feet firmly planted in meeting real community needs while we reach for the stars,” Pirro proclaimed.

In addition to plenary sessions, the Institute offered over 70 of the highest rated workshops and intensive sessions ever. With topics including community partnerships, restorative justice, judicial concerns, as well as juvenile and victims issues, attendees had the opportunity to tailor their training to their individual needs.

The Institute's program was concluded with “How to Burn the Candle at Both Ends Without Burning Out,” presented by independent management consultant, trainer and public speaker, Norm Bossio. This motivating and inspiring closing session covered the unique frustrations, stressors and opportunities facing criminal justice professionals. Attendees were pleasantly amused at how close-to-home his message hit. Mr. Bossio's humorous session sent attendees home renewed and ready to tackle anything.



The Corporate Member sponsored “Grab the Cash” was an exciting feature of the exhibit showcase.



Over 1,800 participants enjoyed high-profile speakers at the Institute's general sessions.



Attendees had the opportunity to discuss their agencies' individual needs with vendors.

Networking

APPA's Institutes are always known for social activities that provide networking opportunities and a chance to relax after a long day of workshops. This year's social activities were no exception. Kicking off the Institute was the corporate-sponsored opening reception, "A Colonial Tea Party" which allowed attendees to mingle with both old and new acquaintances while enjoying authentic Boston cuisine. Attendees were greeted by a fife and drum trio dressed in authentic Revolutionary War uniforms, performing patriotic tunes. Attendees were also enchanted by the costumed colonial characters who provided historical insights and period gossip. A special thanks to APPA Corporate Members — BI Incorporated, House Arrest Services, Lockheed Martin, NCTI, Norment/Pacific VoiceTrack, PharmChem Laboratories, Roche Diagnostic Systems and SecurityLink from Ameritech — for sponsoring this spectacular event.

Additionally, the gala event at the Historic State House offered attendees a truly spectacular evening. The evening started with a brief tour of downtown Boston as the vintage trolley cars delivered guests to the Massachusetts State House. Guests feasted on New England delicacies as they were entertained by a choir and small musical ensemble. Afterwards, guests were escorted to the adjacent Ashburton Park where the sights and sounds of Masquerade, a vocal and dance troupe, set the stage for an exciting evening of entertainment, which was capped off by fabulously entertaining Herb Reed and the Platters. A special thanks goes to the many sponsors for making this a memorable evening.

Exhibit Showcase

The 1997 Annual Exhibit Showcase was once again one of the largest in APPA's history. Seventy companies gathered to give participants the opportunity to see, test and discuss the latest products and services available to the field. During receptions, participants could leisurely stroll around the exhibit hall while enjoying beverages and hors d'oeuvres.

Participants also had the opportunity to win big money and cash prizes in the Grab the Cash event. Sponsored by APPA's corporate members, participants whose names were drawn entered into the grab the cash booth for 20 seconds, during which they grabbed as many of the flying cash bills and prize certificates as possible. Prizes included free APPA memberships, publications and an expense-paid trip to APPA's Winter Training Institute in Orlando, Florida, January 4-7, 1998. Whether inside or outside the booth, the event was enjoyed by all.

Thank You to the Sponsors of the APPA 22nd Annual Training Institute

APPA wishes to recognize those companies whose generous support of the APPA 22nd Annual Training Institute held in Boston, Massachusetts, August 17-20, 1997, has allowed APPA to maintain its high standards of Institute training and contributed to the future of community corrections.



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1997 APPA AWARDS

The annual awards of the American Probation and Parole Association were presented during APPA's 22nd Annual Training Institute in Boston, Massachusetts, August 17-20, 1997. Congratulations to the award recipients in recognition of their contributions and dedication to the probation and parole profession.

Community Awareness Through Media Award

Linda Valdez, Editorial Writer
The Arizona Republic
Phoenix, Arizona

The American Probation and Parole Association is proud to present for the first time ever the Community Awareness Through Media Award. This distinguished ad-hoc award recognizes a media broadcast, publication or film capable of reaching a national audience, which broadens the public's awareness and understanding of issues in the American criminal justice system. The recipient will have shared the vision of APPA, in which community partnerships are restoring hope by embracing a balance of prevention, intervention and advocacy, or have covered the American criminal justice system with accuracy, fairness and balance.

Linda Valdez, an award-winning journalist for *The Arizona Republic* newspaper, has written a succession of well-researched stories and editorials about the juvenile justice system in Arizona. While the majority of news accounts about juveniles focus on drive-by shootings, gang activities and acts of violence, Ms. Valdez has used her journalistic talent to dig below the shallow surface to produce thought-provoking stories of substance. Against the backdrop of a campaign to restructure the juvenile justice system, she went to the core of the issue: what is happening to today's children and what is the community's responsibility and role in solving some of the problems facing today's youth?

In her pursuit of stories, Ms. Valdez attended juvenile court proceedings. She talked with judges, juveniles, educators, parents, police, victims and others to decide for herself what the problems were and how they were being addressed. She invested a lot of time to personally scrutinize the juvenile justice system.

The result was far-reaching, intelligent, comprehensive, accurate, unbiased and educational coverage of juvenile justice. She took readers along on a journey that still continues with ongoing stories about our children's lives—touched by crime, abuse and neglect.

APPA Member of the Year Award

Renee Bergeron, Director
Staff Development and Training
Probation, Parole, and Pardon Services
Columbia, South Carolina

The APPA Member of the Year Award recognizes the work and energy of an APPA member. It is open to current APPA members who have been members for at least a year and who have provided significant contributions to the organization through promotion of the vision and mission of APPA. Elected members of the APPA Board of Directors or Executive Committee are not eligible to receive this award.

Renee Bergeron has been an active member of the American Probation and Parole Association since joining the organization in 1989. Her commitment to APPA is reflected in her extensive involvement in developing

programs for the Association's training Institutes. Beginning as a track coordinator for the 1990 Winter Institute, Ms. Bergeron has frequently served as a faculty presenter at Winter and Annual Institutes. She has been program chair for four Winter Institutes and will chair the program committee for the 1999 Annual Institute.

Ms. Bergeron's contributions to APPA's training programs have been invaluable. The expertise she brings to the process, arising from her extensive experience in the development of curricula and instructional design, has enhanced the Association's efforts to deliver quality training to criminal justice professionals. Ms. Bergeron shares APPA's belief that quality training not only benefits practitioners and the criminal justice system, but also is key to the successful outcomes that ultimately benefit the community as a whole. In addition, as a long-standing member of APPA's Accreditation and Continuing Education Committee, Ms. Bergeron has helped to develop the training accreditation process by which the Association provides continuing education units for APPA training.

President's Award

The Colorado Standardized Offender Assessment Program
Colorado Judicial Branch
Denver, Colorado

In 1993, the American Probation and Parole Association established the President's Award to recognize exemplary community corrections programs which serve to advance the knowledge, effectiveness and integrity of the system. APPA acknowledges the growing responsibilities of the profession in meeting the ever present demands by team work and organizational spirit. To this end, this award recognizes visionary organizations that have exemplified the



(left to right): APPA 1997 Award Winners — Alan Schuman, J. Richard Faulkner, Renee Bergeron, Don Andrews and Dave Zobeck (Not shown: Linda Valdez).

management and innovations necessary to lead community corrections into the next decade.

The Colorado Standardized Offender Assessment Program was initiated by the Colorado legislature in 1991 to implement a process of assessing adult offenders upon entry into the criminal justice system. Coordinated by the State Court Administrator's Office of Probation Services, this statewide and system-wide program uniformly assesses offender risk and identifies criminogenic need areas. It also prescribes levels of treatment for substance-abusing offenders, incorporating many of the recommendations made in 1990 by the Center for Substance Abuse Treatment (CSAT) for the systemic treatment of substance abusing offenders.

The goals and objectives of the Standardized Offender Assessment Program are: to provide a system of offender assessment that is valid, reliable, clinically relevant and uniform across all sectors and agencies supervising and treating offenders; to establish treatment referral protocols; to provide common measures and assessment information which will transfer with the offender from one agency to another; and to formulate permanent records and databases for individual offender populations so that the effectiveness of various approaches may be evaluated and reported to the legislature. The program aids policy makers in future planning, making it possible to compare outcomes across criminal justice agencies so that determinations as to the types of programs to be funded can be made based upon what works rather than upon what is better argued.

University of Cincinnati Award

Don Andrews, Ph.D., Professor
Department of Psychology
Carleton University
Ottawa

The University of Cincinnati Award is not a practitioner award. It is presented to an individual who has made significant contributions to the probation and parole field or technology. Recipients typically are individuals from an academic research or government agency not engaged in providing probation and parole services.

Throughout a career spanning more than 20 years, Don Andrews has been a strong proponent of offender rehabilitation. Beginning as a practicing psychologist serving adult offender populations within prison institutions in Ontario, Dr. Andrews' clinical experience and interest in rehabilitation led to his extensive exploration of related literature. Through meta-analytical procedures, he was led to a compelling focus upon "what works" in community corrections.

Dr. Andrews' commitment to making the world a better place through vigorous research has resulted in the conduct of approximately 20 empirical studies in community corrections. Dr. Andrews has authored over 70 publications, including two recent books, *The Psychology of Criminal Conduct* (1994) and *Assessing the Youthful Offender* (1996). Dr. Andrews has been tireless in informing corrections professionals, writing in forums read by practitioners, giving presentations all across North America, and working with the National Institute of Corrections to train and educate correctional staff and officials. Thanks in large part to his efforts, attention has once again focused on treatment.

Sam Houston State University Award

J. Richard Faulkner, Correctional Program Specialist
Community Corrections Division
National Institute of Corrections
Washington, DC

The Sam Houston State university Award is the newest APPA practitioner award, first given in 1986. This award is for an individual who has published an article concerning probation, parole or community corrections which

provides new information and insight into the operation, effectiveness or future of the community corrections profession. For such recognition an article must have been published in a national or regional journal.

As a Correctional Program Specialist for the NIC, Mr. Faulkner provides technical assistance to community corrections agencies and to professional organizations. In addition, he facilitates networking among community corrections agencies as they address issues of mutual concern, and has managed the activities of three networks established within the Community Corrections Division of the NIC: the Urban Chiefs Network, the Executives of State Probation and Parole Agencies Network, and the National Coalition of Community Corrections Associations. Mr. Faulkner is a highly respected spokesman on behalf of community corrections initiatives.

Of late, Mr. Faulkner has been focusing on the issues surrounding officer safety. Representing NIC, he has worked closely with the National Association of Probation Executives and the Correctional Management Institute of Texas at Sam Houston State University in devising an executive development program for newly appointed probation executives. He has been instrumental in the development of a curriculum on officer safety and in the delivery of that material nationwide. He produced NIC's 1991 monograph *Chemical Agent: Instructor's Training Manual*, and served as a contributing author and editor of the 1996 annual issue of NIC's *Topics in Community Corrections*, which dealt entirely with the safety concerns of parole, probation and community corrections officers. His scholarly efforts are more than informative; they are practical in nature and may easily be applied to where the "rubber meets the road."

Walter Dunbar Memorial Award

Alan M. Schuman, Corrections Management Consulting
McLean, Virginia

The Walter Dunbar Memorial Award is the oldest APPA practitioner award. It is presented in honor of one of APPA's most distinguished colleagues, the late Walter Dunbar, who served as Director of the California Department of Corrections, Chairman of the U.S. parole Commission and Director of the New York State Division of Probation. The award is presented for significant contribution by a practicing professional or a retired practitioner in the field of probation and/or parole.

Throughout his long career, Al Schuman has distinguished himself in the corrections arena through his unselfish commitment to the betterment of the field. The scope of the work he has done is system-wide, ranging from administrative to technical and encompassing juvenile, adult, institutions, community supervision and parole.

Mr. Schuman has accomplished much during his career. For example, he was one of the original planners and trainers in the Intermediate Sanctions Concept with the Center of Effective Public Policy, National Institute of Corrections and the State Justice Institute. He sought and obtained federal funds to develop training programs to heighten the awareness of victim issues. Augmenting his advocacy for collaboration, Mr. Schuman co-founded two organizations, the Urban Chief Probation Officers Network and the National Association of Probation Executives. His efforts in developing partnerships between the criminal justice system and local communities have opened doors for the effective delivery of offender programming, specifically those designed to address substance abuse.

Although retired from public service, Mr. Schuman remains tireless in his efforts to improve and define the field of community corrections. As a corrections consultant, his work has recently influenced policy in several states including Arkansas, Illinois, North Carolina, Texas, and Wisconsin. An active member and immediate past president of APPA, he is also a member of the Middle Atlantic Correctional Association. Through his professional affiliation with such national organizations, and in his capacity as a corrections consultant, Mr. Schuman continues to contribute to the changing face of community corrections.

BI Incorporated Scholarship

James C. Crabb

Bryan, Texas

The American Probation and Parole Association is pleased to announce the first recipient of the newly established annual scholarship sponsored by BI Incorporated. The objective of the scholarship is to assist adult misdemeanants and felons who wish to pursue a four-year bachelor's degree at an accredited US college or university.

To be eligible, the offender must have successfully completed supervision; served the majority of their sentence in the community rather than in institutions, preferably with some time spent on electronic monitoring; and made a significant contribution to their community during the past 18 months. Felony arsonists, habitual violent offenders, felony offenders under psychiatric care or taking anti-psychotic medication, and those convicted of felony sexual assault are not eligible for this scholarship.

James Crabb had a lengthy history of chemical dependency and criminal behavior by the time he was convicted in 1987 of possession of a controlled substance and sentenced to 10 years' probation. It was then that he began to turn his life around, taking advantage of the therapeutic support available to him and participating in 12-step recovery programs. Once stable in his own recovery, he took every opportunity to educate others about chemical dependency and 12-step recovery programs. He carried his message into county jails, the Texas Department of Corrections, and boot camps, and he shared his recovery experiences with his supervising officers, helping them to more effectively supervise chemical-dependent offenders.

Throughout the past 10 years, Mr. Crabb has been deeply involved in furthering the goals of recovery programs and has served on numerous local, regional and state committees that impact the recovering community. As a volunteer for the Brazos Valley Council on Alcohol and Substance Abuse, he completed the Council's training program so that he could work on its Straight Talk hotline. He has continued to further his education and is licensed as a Chemical Dependency Counselor and certified as an Alcoholism and Drug Counselor by the State of Texas.

Mr. Crabb has been a counselor at the Mental Health Mental Retardation Authority of Brazos County since 1990. It is his desire to further his education so that he can become an even more effective helping professional.

Scotia Knouff Line Officer of the Year Award

David Zobeck, Probation Officer III

19th Judicial District Probation Department

Greeley, Colorado

The most competitive, and perhaps the most prestigious, practitioner award is the Scotia Knouff Line Officer of the Year Award. This award is given to the probation, parole and/or community corrections officer who has performed assigned duties in an outstanding manner and/or made significant contributions to the probation, parole or community corrections profession at the local, regional or national level and/or brought credit or honor to the profession through participation or involvement in community activities or programs.

Dave Zobeck has long been deeply involved in the many facets of his chosen profession, extending himself well beyond the duties inherent in the job itself to personally reach out to his clients and to the community.

Mr. Zobeck has been instrumental in community education. As a



David Hunter, President of BI Incorporated (left) and Rocco Pozzi, APPA Immediate Past President (right) congratulate James Crabb for winning the 1997 BI Incorporated Scholarship.

part-time instructor in behavioral and social sciences at Aims Community College, he is also a frequent guest lecturer at the University of Northern Colorado. His extensive technical and personal knowledge of community corrections arises from his experience as a therapist and counselor, as a probation officer, and as an active member of numerous professional and volunteer organizations. His insightful lectures, delivered with palpable enthusiasm, have inspired many students of criminal justice and sociology to pursue careers in community corrections.

Mr. Zobeck is an extraordinary role model, not only for students but also for his colleagues. He sets a standard for corrections employees to follow in their interactions with others; he treats everyone equally, putting them at ease and making them feel valued. His fluency in Spanish, along with his familiarity with and respect for Hispanic culture, enhances his ability to interact well with clients.

No stranger to serving on committees, Mr. Zobeck participates in the processes of developing programs and blending resources to enhance community and individual safety. With his talent for networking, he has often reached into the community for assistance when government funding and other forms of support for the criminal justice system have not kept pace with the demands put upon it. By encouraging the community's active participation, he has enhanced its awareness of the realities of the system. In addition, the community has learned that it has a stake in solving the problems which adversely affect the system, its clients, and ultimately the community itself.

Scotia Knouff Line Officer of the Year Award Nominations

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

Kenneth R. Fitzgerald, Probation & Parole Officer I
St. Charles, MO

Charles C. Hankins, Probation Officer
4th Judicial District
Colorado Springs, CO

Everett Harris, Night Court Supervisor
Cook County Adult Probation
Chicago, IL

Jay Baker Hudson, Probation & Parole Officer I
Kennett, MO

Gregory James, Deputy Probation Officer II
LaVerne, CA

Glenn A. Krantz, Principal Probation Officer II
Somerville, NJ

Reginald McGowan, Senior Detention Services Officer
Sylmar, CA

David E. Mitchell, Deputy Probation Officer II
El Monte, CA

Donald Owens, Deputy Probation Officer II, Field
Los Angeles, CA

June Small, Deputy Probation Officer II
North Hollywood, CA

Joan Marie Smith, Deputy Probation Officer II
Los Angeles, CA

Sharon Stegall, Deputy Probation Officer II
Los Angeles, CA

Jerry Williams, Detention Services Officer
Los Angeles, CA