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Greating o Model for the future

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PRESIDENT'S MESSAGE

here has the time gone? My two years as APPA president will come to an end this August. On the one hand, I am feeling somewhat of a sigh of relief related to the prospect that things will slow down for me – being president has been one of the most demanding times of my professional career. On the other hand, I will miss the excitement of being at the center of building a strong national association so

that probation and parole can shape its own destiny.

Since its inception some 25 years ago, APPA has been in its organizational infancy. As a result, the association has had to spend much of its time and energy on building an association from the ground up. There were the problems of getting members, dollars, a unified agenda, and a vision of the future. As we approach the end of the millenium, and the celebration of our first 25 years, it is a good time for the association to be upbeat about its many accomplishments. As well, APPA leaders and members should find ways to assure that the association is always a means to an end and not the end in itself.

The American Probation and Parole Association puts on stellar conferences and training events. In fact, these events have been the hallmark of APPA, and they have been the main source of revenue for the association. However, conferences and training events are also the hallmark of other associations involved in corrections, and while they help us with our professional development, they do little in the area of advocacy to politicians, judges, and the public in order to advance our agenda. In recent years, and particularly during my presidency, APPA has stepped up its efforts to become a player in the

political process and policy development as it pertains to probation and parole. In my view, this is exactly where the association needs to be as it prepares for the second 25 years of its existence.

Whether we know it or not, APPA is, as we speak, in the throes of an operational paradigm shift. The shift is from thinking the way we have been required to think because we were raising and nurturing a new association. That paradigm demanded that APPA leaders and members pay careful attention to association business even at the expense of the many larger substantive agendas facing the field. In some ways, managing the association became the end rather than a means to an end – the end being a strong national voice for shaping policy. The evidence that the old way of thinking and managing is giving way to a new approach is seen in the discussions that have been taking place at executive committee meetings, board meetings, and committee meetings. The theme or charge to APPA, if you will permit me to say, is to become more relevant to probation, parole and community corrections professionals by taking the lead on policy development and shaping the political environment that has everything to do with how we are forced to work.

The funny thing about paradigms is that we cannot live without them, especially in complex environments like a large association. They (paradigms) organize our thinking or provide us with a way of looking at our world. Implicit in the notion of organizing our thinking is the matter of boundaries that are placed on our ability to envision the future and bring it to life. And here, I think, is where APPA leaders and members need to be ever vigilant. Boundaries are limiting. Indeed, they often prevent advances to a new, possibly better, place. There is sometimes a tendency to fear paradigm busters. This fear is more likely related to the unknown as opposed to a belief that the present state of affairs represents professional nirvana.

A few years ago, under the leadership of APPA President Al Schuman, APPA advanced a vision for probation and parole – that was the first step in advancing a new way of thinking. In order for the APPA vision to be professionally relevant, it must be brought to life in a very meaningful way. This point is crucial, and reflects where APPA is today. If we are to breathe life into "community justice and safety for all," we must be willing to abandon old ways of thinking, not just about the doing of probation and parole, but using APPA as the major vehicle to that end.

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Mario A. Paparozzi

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As APPA talks about re-inventing probation and parole in order to become more relevant to communities, we will be required to break through our old, and deeply entrenched, ways of thinking. Fortunately, an overwhelming number of professionals are courageously stepping to the foreground in this regard. As APPA talks about shifting its focus from association management to heightened professional relevance for line staff, supervisors, and mangers living on the front lines, courageous, yes, paradigm busting, discussions and actions will be needed.

Let us head for those uncharted waters together even though we know that the seas will at times be rough and the course uncertain – steady as she goes!

Maris a. Caparoser

American Probation and Parole Association's 24th Annual Training Institute:

Plans are well underway for APPA's 24th Annual Training Institute to be held in New York City on August 22-25, 1999. APPA's successful Institute history can be attributed to a combination of mutual goals, teamwork and supportive spirit among all persons involved in this event. Your local host committee, combining resources from than 30 individuals and various agencies throughout the region, have routinely gathered over the past months to insure that participants have an enjoyable conference experience.

Co-chairs Plan for Success



Institute co-chairs for the APPA 24th Annual Training Institute are (left to right): Vincent Iaria, Director of the Suffolk County Probation Department (Long Island); Rocco Pozzi, Director of the Westchester County Probation Department and Raul Russi, Director of the New York City Probation Department.

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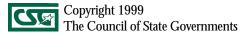
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Unless previously discussed with the editors, submissions should not exceed 6 typed pages, numbered consecutively and double-spaced. All charts, graphs, tables and photographs must be of reproduction quality. Optional titles may be submitted and selected after review with the editors.

All submissions must be in English. Notes should be used only for clarification or substantive comments, and should appear at the end of the text. References to source documents should appear in the body of the text with the author's surname and the year of publication in parentheses, e.g., (Jackson, 1985: 162-165). Alphabetize each reference at the end of the text using the following format:

Anderson, Paul J. "Salary Survey of Juvenile Probation Officers." Criminal Justice Center, University of Michigan (1982).

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EDITOR'S NOTES

The notion of performance measures in government first gained great prominence in the public sector with the publication of Osborne and Gaebler's book *Reinventing Government*, published in 1992. Since that time, the concept of focusing on performance, results and outcomes in public administration has grown steadily. APPA made a signal contribution to this movement with the publication in 1995 of the monograph *Results-Driven Management: Implementing Performance Based Measures in Community Corrections.*

As with many of the best ideas in management, the hardest part is translating principles into practice and testing and refining innovative but untested models in the real world. This edition of Perspectives contains two articles which focus on the implementation of performance based concepts in the world of community corrections. David Goff and Brian Owens describe the background and theoretical underpinnings of the approach taken by the Field Services Division of the Georgia State Board of Pardons and Parole. Georgia's initiative is unique in building an emphasis on results on a foundation of current and well-regarded theories of crime causation, an imaginative approach that is bound to strengthen and give an enhanced coherence to their efforts. We will follow Georgia's experiences with great interest.

Margaret Griffin contributed the second piece on the performance based theme in her description of its application to a sex offender population. This initiative, undertaken in Hunt County, Texas, lays out clear goals and related targets to be pursued with this challenging population and also, interestingly, incorporates a strong theoretical bent related to what has become known as the containment approach to sex offenders.

Gary Hinzman takes up another theme commonly related to the reinventing government movement—a focus on "customers"—in his article on community/agency collaboration in Iowa. Hinzman has been a pioneer in the area of reaching out to and involving community members in the business of community corrections. As one example of this, highlighted in this article, he and his colleagues, with the help of some distinguished practitioners from around the country, take the measure of community sentiment about safety and justice issues. In a bold and refreshing move, the intrepid Iowans conducted public hearings to hear directly from their constituents. Both the approach used and the results should be of interest to all of us who aim to truly reinvent our agencies.

My fellow editors and I encourage you to consider ways in which you can bring the good news about efforts in your jurisdiction to the readership of *Perspectives*. Please let us hear from you.



Ronald P. Corbett Jr.

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For Corbell

Victims' Voices Silent No More: America Commemorates 1999 National Victims' Rights Week

Community corrections agencies that want to become involved with crime victims and victim advocacy groups, either to deliver direct services or begin a dialogue, are often uncomfortable taking the first steps to communication. Apprehension as to how they will be received by victims and the thought of leaving familiar job task territory to initiate that outreach can prevent the development of mutually beneficial relationships between community corrections and victims. Corrections professionals can feel self-conscious and guarded when attempting first efforts without a structure or script, which may lead to a defensive attitude when victims begin asking the tough questions.

Fortunately, there is a vehicle to help foster the initiation of productive working relationships between the field of corrections and victims – i.e., National Crime Victims' Rights Week (NCVRW), which is observed every April. On the national level, NCVRW is sponsored by the U.S. Department of Justice. This year, National Crime Victims' Rights Week will be observed April 25 – May 1, 1999. Many victim-serving agencies throughout the nation contribute to this significant observance by participating in various events throughout the week. Community corrections agencies and victims' groups which have joined together in local observances have found it easier to overcome much of their mutual trepidation about dialogue and working with one another.

APPA's Victim Issues Committee has developed a set of suggestions specifically designed to assist community corrections' agencies in determining how to become involved in NCVRW (see chart). These ideas can be combined with those contained in the NCVRW Resource Guide. The NCVRW Resource Guide is

a free comprehensive "do it yourself" action kit for NCVRW, which provides all the necessary tools for successful participation in this annual observance. The *Resource Guide* is available **free** from the Office for Victims of Crime Resource Center by calling 1-800-627-6872.

National Crime Victims' Rights Week is your opportunity to bring and keep the "community" in community corrections!

For further information about specific activities community corrections agencies can engage in during NCVRW, contact Anne Seymour, Chairperson, APPA Victim Issues Committee at annesey@erols.com; Jim Sinclair, Vice-Chairperson, APPA Victim Issues Committee at (817) 884-1704; or Tracy Godwin, Research Associate, APPA at (606) 244-8215, tgodwin@csg.org.

Ways Probation and Parole Agencies Can Publicize NCVRW Within the Agency

- Circulate a memo and endorsement from director sent to staff.
- Have the agency director issue a proclamation to observe NCVRW.
- Display NCVRW posters in office common areas.
- Distribute information to staff (from OVC-NCVRW Resource Guide).
- Invite crime victims and representatives from victims groups to speak at unit/agency staff meetings.
- Submit article(s) on NCVRW and victims issues to agency newsletter (samples are included in NCVRW Resource Guide).
- Post NCVRW information on agency information system/web site.
- Reproduce NCVRW bookmarkers (from Resource Guide) and place in employees' pay envelopes.
- Design, produce, and distribute ribbons, buttons, badges with NCVRW theme to employees, with option to wear during the week (samples included in Resource Guide).

Activities Probation and Parole Agencies Can Conduct During NCVRW Within the Agency

- Initiate a clothing, dry goods, or food drive to benefit battered womens' shelter.
- Conduct a special inservice training during NCVRW for agency staff on victim issues, including use of victim impact panels for victim sensitivity.
- Sponsor intra-agency fund raiser with proceeds going to local victims' organizations.
- Observe moment of silence to honor victims of crime.
- Launch agency contest for design of NCVRW agency-specific materials.
- Borrow visuals/materials from victims' groups and display "memory walls" or other visual victim tributes at the agency.
- Implement a special restitution collection project
- Sponsor work/run for victims' rights. Have a tree planting or peace rose ceremony.
- Develop a page on the agency's web site for victim services.

Activities Probation and Parole Agencies Can Be Involved in Communities During NCVRW

- Have staff volunteer as speakers for ceremonies and observances during NCVRW.
- Co-sponsor NCVRW fundraising events to benefit local victim services.
- Offer to assist victims' groups who are sponsoring NCVRW activities in the community
- Distribute material at NCVRW community observances, describing agency's victim services.
- Produce materials for NCVRW on behalf of victims' groups through offender community service or within community corrections facility.
- Contact media to promote NCVRW. Encourage agency staff to attend NCVRW events in the community.
- Provide information sheets to offenders on extent and costs of criminal victimization
- Assign staff to represent the agency at state-level NCVRW observances (i.e. governor's conferences, special events at the state capitol, etc.)
- Host a hospitality room or sponsor a coffee break during a conference conducted during NCVRW
- Host a luncheon, reception or coffee recognizing crime victims and victims' groups and encourage staff to attend.
- Sponsor a restorative community service project that directly benefits victim service offices.

EGALLY SPEAK

Legal Issues in Probation and Parole

Probation and Parole Conditions

This is the first in a series of columns discussing common probation and parole conditions and legal issues associated with their enforcement. In this column I examine one of the most common conditions, the limitation on an offender's association with other persons. This condition is frequently referred to as a "nonassociation condition," and it is one of the most frequently challenged probation and parole conditions.

Nonassociation Conditions

A notion likely as old as crime itself is that hanging out with the "wrong crowd" will get a person in trouble. There is support in criminology research¹ for this belief, and it serves as the basis for one of the most common probation and parole conditions, the limitation on association.2 This condition forbids the offender from having contact with certain persons or types of persons.

This limitation is justified on the ground that association with criminals or other "shady" characters will both interfere with the rehabilitation of the offender and reduce public safety. This limitation may apply to a category of persons, such as those with a criminal record, or those who are not "law-abiding" or are of "disreputable or harmful character;" it may also apply to specific, named persons.3 Nonassociation provisions are authorized by statute in some jurisdictions, and by case law in others.

Challenges to Non-association Conditions

Nonassociation conditions are frequently challenged as unconstitutional. These challenges fall into one of four categories: (1) the condition is unrelated to the purpose of probation/parole, (2) the condition violates the right of privacy, (3) the language of the condition is too vague, and (4) the condition violates the First Amendment.4

Claims that a nonassociation condition is unrelated to the traditional purposes of parole (protection of the public and rehabilitation of the offender) are rarely successful. Courts

generally accept without question the assertion that prohibiting contact with criminals and other unsavory types is conducive to public safety and rehabilitation.

Claims that a nonassociation condition violates the right of privacy are also rarely successful. While the right of privacy is not expressly provided in the Constitution, the Supreme Court has held that a limited right of privacy does exist. Areas of conduct in which this right has been held to exist include family and marital relations. These are "fundamental rights" and any limitation on them is subject to "strict scrutiny" review by the courts. This means the limitation on the right will be upheld only if it both promotes a "compelling state interest" and is "narrowly tailored" to promote that interest.5 Nonassociation conditions have usually been upheld under this standard of review, except in some limited circumstances where the nonassociation condition infringed on specific familial rights such as prohibiting a spouse from living with their spouse.

Claims that a nonassociation condition is void because it is vague are sometimes successful. Due process requires that probation ad parole conditions are stated clearly enough so that the average person can understand them and know what conduct is and is not permitted. Successful challenges have focused on the language of conditions which prohibit association with all criminals, without regard for whether the probationer/parolee was aware that the person he or she was associating with had a criminal record.

Claims that a nonassociation condition violates the First Amendment are the most likely to succeed. The First Amendment includes the right of freedom of association; a nonassociation condition clearly infringes on this right. This does not render such conditions invalid, however. Probationers and parolees both enjoy only conditional freedom from confinement, and this freedom comes at the expense of some rights. Courts have long upheld conditions which restrict even "fundamental" rights, such as the freedom of association, so long as the condition is related to a compelling state interest, such as protecting the public or promoting rehabilitation.

The Supreme Court has decided only one case involving the constitutionality of a nonassociation condition. In Arciniega v. Freeman⁶ the Court interpreted the meaning of a parole condition which prohibited "association" with other ex-convicts, holding that such a provision did not apply to "incidental" contact.

Arciniega v. Freeman

Raymond Arciniega was paroled in 1967, after serving seven years of a ten year sentence for drug distribution. One of the conditions of his parole was a prohibition on association with persons having criminal records. In 1969, following a hearing, the California Parole Board revoked his parole on the ground that he had violated the non-association provision by working in a restaurant where two other ex-convicts worked.

Arciniega filed a writ of habeas corpus, asserting that there was no evidence that he had actually associated with his ex-convict coworkers. The Federal district court upheld the Parole Board. The Court of Appeals for the Ninth Circuit sustained the parole revocation on the ground that Arciniega's having worked at the same place as other ex-convicts provided a sufficient basis for the Parole Board to conclude that Arciniega had "associated" with ex-convicts.

The Supreme Court, in a three paragraph per curiam opinion, reversed the lower courts. First, while the Court admitted that the Parole Board "has wide authority to set conditions," including the authority to prohibit association with ex-convicts, it held there must be "satisfactory evidence" of a parole violation to justify parole revocation. The Court then looked at the record of the case to determine whether such "satisfactory evidence" existed in this case.

Second, the Court determined that "the parole condition restricting association was (not) intended to apply to incidental contacts between ex-convicts in the course of work on a legitimate job." Since the record indicated that parole was revoked solely on this ground,

the Court reversed the revocation of parole.

Unresolved by the Court's decision in *Arciniega* was the question of exactly what constitutes "incidental" contact in other situations, as well as the applicability of the holding to similar situations such as probation revocation hearings. Lower courts are left to sort out these issues, as the Supreme Court has not decided another case involving parole conditions since *Arciniega* was decided over twenty years ago.

Lower Court Decisions

There have been relatively few lower court decisions interpreting or citing, Arciniega. In Birzon v. King the court upheld a parole condition forbidding association with persons having criminal records, and added that the "term associate . . . means something (more) than merely a fleeting or casual acquaintance." Then, in United States v. Albanese8 the same court used Arciniega to uphold a probation provision requiring a probationer to associate only with "law-abiding persons." The prohibition was justified on the ground that "permitting a probationer association with hardened or veteran criminals would defeat probation's underlying purpose," to encourage lawful behavior and discourage recidivism. While Arciniega dealt with a parole condition, there is no reason to think the Supreme Court would treat a probation agreement nonassociation provision differently.

In Zizzo v. United States[®] the court upheld a parole revocation on the ground that the parolee associated "with persons having a criminal record, bad reputation and engaged in questionable occupations." The parolee in this case met and had extended conversations with a "known hoodlum" on a number of occasions at his workplace, a restaurant. The contact in this case was "more than ordinary conversation between restaurant proprietor and customer," and thus the level of association rose above "incidental contact" at the workplace.

In *Alessi v. Thomas*¹⁰ the district court held that a parolee's acceptance of over forty collect calls from persons he knew to have criminal records was more than "fleeting" contact and therefore constituted "association" in violation of his nonassociation parole condition.

In *United States v. Bonanno*¹¹ a federal district court held that a condition of probation restricting association to "law-abiding persons" precluded association with people currently engaged in illegal activity, but did not prevent association with ex-convicts who were currently law-abiding. Furthermore, a brief "casual conversation" with an at-large prison escapee

was insufficient to establish more than incidental contact.

In contrast, the federal district court in *Rastelli v. Warden, Metropolitan Correctional Center*¹² held that a condition of parole forbidding association with persons "who have a criminal record" was not vague, and that it applied to persons convicted of misdemeanors and persons who had been convicted 18 years ago. Additionally, while the government was unable to prove conclusively that the parolee was aware of a conviction that occurred 18 years previously, it was "not unreasonable" for the Parole Board to conclude that the parolee was aware of this conviction.

In *State v. Morales*¹³ the Arizona Court of Appeals held that evidence that (1) a probationer responded to a letter received from an incarcerated individual and (2) a vehicle belonging to the girlfriend of an incarcerated individual was seen outside the probationer's home constituted only "incidental contact," and fell short of "association." Evidence that the probationer allowed an ex-convict to live with him, and that the probationer traveled to another state to visit another ex-convict went beyond mere "incidental" contact, however, and justified revocation of probation.

In *Woodling v. Board of Probation and Parole*¹⁴ the court held that a condition of parole that a convicted child molester not associate with minors who were not close relatives without permission of his parole agent was not unconstitutionally vague, and that trying on shirts while alone with a minor boy constituted "association" and was not mere "incidental contact."

Discussion

In *Arciniega* the Supreme Court determined that the "incidental contacts" between the parolee and other ex-convicts did not constitute "satisfactory evidence" of a parole violation. The Court stopped there, leaving it to the lower courts to decide on a case by case basis what level of evidence of association is required for revocation. It is more than "incidental contact," but how much more?

Lower courts have added little to clarify the uncertainty, with most of the decisions involving interpretations of "incidental contact." The lower courts have not strayed far from the Supreme Court's distinction of "incidental contact" and "association." Generally, courts have treated brief, unplanned contact as "incidental," and have treated repeated, intentional contact as "association." Several courts have added the requirement of "scienter," meaning that the contact must be

knowing for it to constitute the association forbidden by the conditions of parole or probation.

There are several areas that pose potential problems regarding limitations on association with other parolees. Often parolees participate in programs composed of individuals with special needs, such as educational programs, vocational training, alcohol and drug treatment, and psychological counseling. Restrictions on association with other parolees presents an obvious problem for these programs. For example, participation in Alcoholics Anonymous by parolees is not uncommon. In this program members are required to have a sponsor who has similar experiences and maintains a close relationship with the individual. Accordingly, an ex-convict may request another ex-convict to be his or her sponsor. Should this type of association be restricted? If it is not, how would courts differentiate between legitimate self-help organizations and sham organizations created to avoid the restriction on association?

Another area of concern is Intensive Supervised Probation (ISP). ISP has become increasingly popular because it can be used to divert offenders from prison, is not as lenient as regular probation, increases control over marginal offenders, and is less costly than incarceration.15 ISP programs provide for offenders to perform community work, work at lawful employment, and hopefully become responsible members of the community. Because offenders are out in the community when involved in ISP programs, their chances of "incidental contact" with other offenders are increased, and with the increased level of supervision involved in ISP probation officers are more likely to become aware of any prohibited association. This could lead to an increase in the number of probation revocations. With numerous offenders involved in ISP programs the Court may have to reevaluate its definition of "incidental contact" as well as clarify the meaning of "association."

Conclusion

Arciniega v. Freeman is a relatively obscure case in the annals of probation and parole law, but it is nonetheless important, because it is the only Supreme Court pronouncement thus far concerning a parole condition. In the 20 years since the decision, lower courts have not strayed far from the Supreme Court's definition of "association." In Arciniega the Court held that "incidental contact" did not constitute "satisfactory evidence" of association. But the Court did not specify how much contact is too

much, or how much evidence of association is required. The lower court cases interpreting *Arciniega* have failed to clarify this issue.

Nonassociation conditions are one of the easiest conditions for probationers and parolees to violate. Most offenders know others with criminal records, or live in an area where they are likely to encounter other offenders. As the facts in *Arciniega* indicate, even offenders who seek to comply with their probation and parole conditions may violate them unintentionally, simply by virtue of working somewhere with other offenders, or by participating in mandatory rehabilitation and reintegration programs.

Clearly, due process requires that offenders be given fair warning as to what conduct will subject them to a deprivation of their liberty. This means probation and parole conditions should be as clear and unambiguous as possible, and that probation and parole officers take steps to ensure that their clients understand their probation or parole conditions. ¹⁶ In the context of nonassociation conditions, this means making sure offenders know the legal meanings of terms such as "association," "incidental contact," and "law-abiding."

Endnotes

- ¹ See, e.g., Mark Warr, "Age, Peers, and Delinquency." *Criminology* 31: 17-40 (1993).
- ² George C. Killinger, Hazel B. Kerper, and Paul F. Cromwell, Jr. *Probation and Parole in the Criminal Justice System*. St. Paul, MN: West (1976).
- ³ Neil P. Cohen and James J. Gobert. *The Law of Probation and Parole*. Colorado Springs, CO: McGraw-Hill (1991).
 - ⁴ *Id.*
- ⁵ Laurence Tribe, *American Constitutional Law.* Minneapolis, MN: West (1988).
 - 6 404 U.S. 4 (1971).
 - 7 469 F.2d 1241 (2nd Cir. 1972).
 - 8 554 F.2d 543 (2nd Cir. 1977).
 - ⁹ 470 F.2d 105 (7th Cir. 1972).
 - 10 620 F.Supp. 589 (D.C.N.Y. 1985).
 - 11 452 F.Supp 743 (D.C.N.Cal. 1978).
 - ¹² 610 F.Supp. 961 (D.C.N.Y. 1985).
 - 13 668 P.2d 910 (Ariz. App. 1983).
 - 14 537 A.2d 89 (Pa. Cmwlth. 1988).
- ¹⁵ Allen, Harry E. and Simonsen, Clifford E. (1995). *Corrections in America: An Introduction*. Englewood Cliffs, NJ: Prentice-Hall.
- ¹⁶ For an extended discussion of the duties of probation and parole officers in this context, see David N. Adair, Jr., "Enforcing the 'Association Condition." *Federal Probation* 59(4): 76-80. □

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Spring 1999



NIC UPDATE

Community Justice Project to Provide Trainings and Support

The National Institute of Corrections continues to explore and support community oriented/focused work practices and strategies. The Community Justice Project provides training and technical assistance to agencies and jurisdictions that are attempting to implement change to more pro active, problem-solving efforts.

Activities consist of conducting intensive workshops at conferences of national, regional and state professional associations. We will also provide limited technical assistance to jurisdictions demonstrating an understanding of the community justice concept and a commitment to its implementation. Organizations wishing to host a community

justice workshop will be responsible for providing meeting space, logistics support, publicity, etc. NIC will provide trainers and training materials, but will not pay the expenses of those attending. Workshops may also be held at planning or information-sharing meetings that involve multiple jurisdictions and/or agencies.

Technical assistance will be provided on-site to aid in the transformation of traditional criminal justice policies and practices to community justice. Efforts will assist agencies and jurisdictions in achieving specific goals as outlined in their request and as determined during initial consultation. Assistance may also consist of site visits to jurisdictions that have

established community justice practices.

On a related matter, Rick Faulkner from the Community Corrections Division and Ron Corbett from Massachusetts Probation traveled to New York City in February to explore means of involving local faith communities in crime control and reduction efforts in New York City neighborhoods.

For further information on technical assistance, you may contact Ed Barajas at NIC, 320 First Street NW, Washington, DC, 20534. (202) 307-3995 ext. 127 or at ebarajas@bop.gov.

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

BY ED BARAJAS

Call for Presenters

American Probation and Parole Association 2000 Winter Training Institute Nashville, Tennessee

February 13-16,2000

The American Probation and Parole Association is pleased to issue a call for presenters for the 2000 Winter Training Institute. The Institute is scheduled to be held in Nashville, Tennessee on February 13-16, 2000. 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.

Persons who would like to be considered for conducting a presentation at the 2000 Winter Training Institute should forward the following information:

- Workshop title
- One-page summary of the proposed workshop
- Names, complete mailing addresses and phone numbers of all the proposed faculty
- Brief resume or vitae of each of the faculty

Presentation summaries may be mailed or faxed to:
Linda Layton
Probation Division Office
#2 Martin Luther King, Jr. Drive
Suite 954, East Tower
Atlanta, GA 30330-4900
Ph. (404) 656-4747
Fax: (404) 651-6537

Presentation summaries need to be received no later than May 1, 1999. 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 indicate their selection for the Institute. Please note that it is the APPA policy that, regrettably, expenses and fees associated with participation cannot be reimbursed by APPA.

RESEARCH UPDATE

A Statewide Evaluation of the RECLAIM Ohio Initiative

Editor's Note: The following is a review of a report authored by Edward J. Latessa, Ph.D. and Michael Turner, M.S. of the University of Cincinnati, Melissa M. Moon, Ph.D. of East Tennessee State University and Brandon K. Applegate, Ph.D. of the University of Central Florida.

The report, A Statewide Evaluation of the RECLAIM Ohio Initiative, which was funded by the Bureau of Justice Assistance, is an example of the type of multi-faceted program evaluation which is needed in researching community-based corrections programs. The RECLAIM Ohio project is sponsored by the state's Department of Youth Services (DYS). The authors state that RECLAIM's primary goals are 1) to allow local judges more options and alternatives for juvenile offenders, and 2) to improve the Ohio DYS's ability to treat offenders. The RECLAIM project was implemented statewide in January 1995. The University of Cincinnati began evaluating RECLAIM in September 1996, and released the full report in March 1998.

Latessa et al. Addressed 13 research question, centering on the type of offenders serviced by RECLAIM, the type of programs funded with RECLAIM money, the impact on participant outcome, i.e., recidivism, RECLAIM's impact on institutional commitments, and the

opinions of the juvenile justice personnel who work in the programs.

Like most other program evaluation studies, the researchers found that RECLAIM achieved some of its goals and failed to meet others. Latessa et al. stated that some questions were unanswerable due to data limitation. One strength was that results of complicated logistic regression analyses were presented in a clear, understandable fashion. Policy recommendations were offered.

The primary significance of this research is not its findings, but in the methods used to obtain those findings. Contributors to Perspectives and other academic journals have argued the importance of evaluating community corrections using something besides, or in addition to recidivism as a measure of effectiveness. Advocates of this argument should appreciate this study. Recidivism was defined two ways; One, some contact with the juvenile justice system, and two, re-commitment to a community corrections facility or DYS institution. The problem, as the authors acknowledge, was that the offenders were only tracked over a threemonth follow-up period. The short follow-up period was not the choice of the researchers. Time constraints simply dictated it. Herein lies one of the problems with using recidivism as a

bottom line measure of effectiveness. Generally, a 2-3 year follow-up period is desirable for assessing most types of criminality. An exception should be made for sex offenders, who should be tracked for a much longer time.

Too often, policy makers and legislators, who are interested in quick, bottom line results rather than a longitudinal, qualitative and, thus, more accurate view of community corrections, place an inordinate amount of attention on the importance of recidivism without examining the possible scenarios which might exist had such programs not been created. The authors of this study address that issue by comparing actual institutional commitments during RECLAIM's existence with projected institutional populations had the programs not existed.

The RECLAIM study is instructive reading for community corrections officials and researchers involved in program evaluation. The research questions are clearly and simply presented and answered; the flaws and shortcomings are clearly acknowledged, and the policy recommendations are clear, specific and realistic.

To receive a copy of *A Statewide Evaluation* of the RECLAIM Ohio Intiative please write to Ed Latessa, Dept. of Criminal Justice, University of Cincinnati, M.L. 389 Cincinnati, OH 45221.

Request for Site Proposals APPA Institute – Bringing People Together

Our society has a strong tradition of coming together to decide what to do, both individually and collectively, to achieve common goals for ourselves, our workplace, our children and our communities. The APPA Institute unites people together for a common purpose—to boost performance and effectiveness of correctional programs, define national priorities for community corrections, create alternative ways to resolve the over crowded prison systems, link people with information and answers and build safer communities for our future. Hosting an APPA Institute can be a rewarding and exciting experience. We invite you to join together with APPA as we chart a course for innovation, excellence and growth.

Applications are being accepted to Host Future APPA Institutes

Applications to host future APPA Winter and Annual Institutes are now being accepted. Any board member, affiliate association or state agency wishing to request consideration of a particular city must complete an application. In order to be considered by the site selection committee, APPA must receive completed applications by December 1, 1998. Further information and applications may be obtained from:

Yolanda Swinford, APPA

c/o The Council of State Governments P.O. Box 11910 Lexington, KY 40578 (606) 244-8194 fax: (606) 244-8001

Multi Health

SPEAK OUT!

Domestic Violence: A Probation Officer's View

One of the most difficult skills that a probation officer must acquire is the ability to properly supervise the perpetrator of a domestic violence crime. More so than property or drug related crimes, the offender is usually in deep denial about his or her culpability and will usually blame the system for his current legal difficulties. This is not unusual. In fact there is a deep-seated denial in our society about the entire issue of domestic violence.

For the purposes of this discussion we will refer to domestic violence perpetrators as males. We acknowledge that there are same-sex and female perpetrators as well. However their numbers are very low compared with male offenders. Most DV counselors and educators agree that the contributing factors of Domestic Violence are scattered throughout our society. Some say that drugs, parental upbringing, violent tendencies, mental illness, and alcohol are often contributing factors. Others point to the reluctance of the medical, judicial, cultural and law enforcement communities to enforce and denounce crimes within a family unit. This paper will not resolve these arguments. It will provide some guidelines to assist the parole or probation officer in addressing what has historically been a rather uncoordinated response to the entire issue.

As law enforcement officers, PO's agree that our first priority is the protection of the community. However, we have been less than aggressive in reaching out to the women shelter and victim's assistance groups, the medical profession, the children protective agencies, and substance abuse programs. We are currently inundated with changes in domestic violence laws that we may have only partially understood in the first place. The federal Violence Against Women Act of 1996 has changed this landscape forever. The current changes in mandatory arrest laws, stalking orders, restraining orders, civil and criminal procedures at both the federal and state level compound an already complicated job. It also places probation departments in the front lines in the struggle against domestic violence, whether or not they are prepared.

Specialized caseloads are common in Probation Departments across America. We routinely supervise sex offenders, drug users, DUII cases, and the hyper-violent offenders by utilizing specialized caseloads. Most departments have found that specialization is an intelligent use of ever diminishing resources. The problem is that we are losing resources as fast as we are gaining additional offenders. This has resulted in the creation of "casebanks" of less supervised offenders.

Most of these casebanks contain misdemeanor cases and class C felons. Unfortunately this is where many, if not all, DV cases end up.

Even though our primary goal, as law enforcement officers, is the protection of the community, we are, nevertheless, placing many domestic partners, and their children, at risk by our failure to specialize. The U.S. Department of Justice reports that the majority of assault cases involve domestic partners. Since assaultive domestic situations teach children this type of 'relating', the children, all too often, will emulate this behavior thus perpetuating the cycle. This adds to an already overburdened criminal justice system. As ever more batterers cycle through the criminal justice system our society generates ever more victims.

A Second Look

A second look at this problem will usually involve a coordinated community response of some sort. This will most likely involve change in existing philosophies and existing procedures. As probation departments evolve, though, they will impact the other service and law enforcement providers in the area. No one department or agency has enough resources to address the entire problem.

The first step in taking a second look is to examine some basic assumptions of the staff culture of many Probation Departments.

• *Error #1* - "DV offenders are easy to spot"... Actually, these type of perpetrators cross the span from polite and cooperative to extremely sadistic. Only about 27% will have drug or alcohol addictions. Some will

have a terrible employment history and some will be pillars of the community. As Probation Officers, we cannot fashion our response to the problem of DV by our perception of how cooperative the offender may seem.

- Error #2 "Domestic Violence always happens because both participants in a relationship share at least some of the blame."...Accepting this theory means that physical violence is a natural result of certain types of relationships. This plays into the concept that the victim is a significant part of the problem. This follows from the theory that the woman is provoking the violence. That if she wants the violence to stop, she should change her behavior to comply with the wishes of the man. This takes responsibility from the offender and places at least part of it on the victim. In no other type of assault cases do we, the PO's, make this leap of logic. Actually, given our mission to protect the community we must always remember that no one deserves to be beaten.
- Error #3 They should just leave"...This implies that our concept of the relationship is the correct one. Actually the woman may be in terrible danger if she chooses to leave. There may be long standing issues concerning children, family and, money. The victim is best able to judge when and if to terminate a relationship, not the Probation Officer. She may also have secondary issues of addiction, self medication or abuse that also affect or cloud her decisions. Often these secondary issues are directly related to her involvement in the abusive relationship.
- Error #4 "These DV cases are minor issues and generally just clog up the Courts and the Probation Office's ability to deal with serious offenses"... A beating at the hands of a family member is no less painful than a beating at the hands of a stranger. The very fact that the victimactually

knows the perpetrator makes it more difficult (not less difficult) to prosecute. The opportunities for intimidation and additional violence are more readily (not less readily) available to the perpetrator. As PO's we should recognize the difficulty of the situation, not minimize it. A person that has been terrorized over months and years often suffers from an identification with the kidnapper, despite the fact of being kidnaped.

The Work Ahead

Imagine that your community does not have a coordinated support group in place for arrests and prosecutions of Domestic Violence cases. Imagine that the local police department and the local probation department are not active members of the local Domestic Violence committee. Imagine that officers in your Probation Department are not familiar with the federal Violence Against Women statute and routinely place misdemeanor domestic cases into some sort of casebank with little or no supervision. How would this 'system' look to you if you were ever a victim of this type of treatment?

Now imagine that you had opted to return to the relationship in the past but were determined, in a particular situation, to end the relationship once and for all. You had vowed to take your children and flee. What resources could you count on in your community and what reception would you receive from the staff of the local Police and Probation Departments? What is your means of transportation? Where would you stay? How long could you stay there until your money ran out? Would the perception of your race or class affect the quality or availability of needed services?

Sometimes the very systems purporting to protect the victims from this type of assault are too dangerous for the victim to use. As this imaginary victim, you must factor in the official response to enforcing a restraining order as well as your own legal problems. Will the State possibly intervene with your children? Will you be more or less likely to be taken seriously, given your history in the community? These are not considerations for someone who is the victim of a random assault. As a professional Probation Officer your first inclination is to prescribe a remedy for the victim that would work in other types of cases. These remedies may actually place the victim in further danger.

The Response Of Your Community

Every community is different. The issues put

forth here are certain to generate a great amount of debate about the role of law enforcement, the judiciary, and even of male, female, and same sex relationships. Some people in this group are very familiar with these issues. Others of us are just learning the degree to which Domestic Violence affects our children, our schools, our jails, and our very standard of living. As Probation Officers we all agree that more information is better than less information. That more education is better than less education. And that fewer victims are better than an ever increasing number of victims.

As your community initiates these types of discussions and begins to initiate various changes it will become very apparent that it will take a concerted effort by all affected agencies working in cooperation to address the issue of Domestic Violence. Just as smoking, drugs, and DUII's have become front page issues, DV will take a massive effort to address. As the discussions mature and refine themselves, the need to involve private agencies, school districts, churches, and other community agencies will appear. Rather than think of the problem as insurmountable, the development of such alliances will actually make community action easier.

A cooperative police department, engaged advocacy groups, an enlightened judiciary, an educated Probation Department, and proactive Children agencies and school districts will certainly facilitate the effort. It is our position that the role of the Probation Department is pivotal. All roads lead to keeping the offender accountable for his or her behavior. This includes quick and considerate response by the police, court orders with teeth, well staffed and financed Womens Violence groups, and especially an active, educated, and equipped community Probation Department. We can't affect everybody instantly. What we can do is empower ourselves. Remember ...our goal is to protect the community, the entire community.

Parole Officer Interviewing Skills

There are very few jobs in this country that require the interrogation skills of a detective, the counseling skills of a therapist, the persuasion skills of a salesman, and the imagination of a magician. As a PO, we have acquired most of these skills either at the police academy, in follow up training, or in on-the-job experience. The trick is to package these skills in a new way if we are to successfully deal with DV perpetrators.

Female Parle Officer's

Be aware that you are dealing with a man that thinks he can eventually bend you to his will. His world view is that he, by virtue of being male, has certain privileges. This attitude does not leave him at the Probation Department door. Indeed, he will begin probing as soon as he meets you. Because he is usually in deep denial, he will pour on the charm to prove that he is not at all as he is portrayed in the police reports. He will often try to point out that the victim is not as smart, professional, or sophisticated as you are. He will minimize that amount of physical damage inflicted and ignore any pattern of behavior within this relationship. He will focus on how he is 'helping' this woman who is obviously a lesser person than the PO.

If you are good at your job this effort will quickly fail him. Your position must remain firm...to protect the victim and enforce the court and restraining orders. His attempt at feigned cooperation will actually work to your advantage in the early stages. It is here that you can quickly get waivers of confidentiality signed, conditions of probation signed, and referrals for evaluation made to the appropriate agencies. Listen carefully to his promises and minimizations. Take notes. These statements will serve you very well in the coming months.

After a few sessions the offender may begin to begin the manipulation game. He will miss DV classes, alcohol classes, and violate the restraining conditions of his supervision. Challenge and sanction immediately. We strongly recommend that your first sanction be to extend the term of probation for an additional year. When the offender realizes that his attempts at manipulation have been factored into an overall supervision plan, he will usually become extremely defensive. Extremely defensive! For female PO's this may well take the form of his past efforts to intimidate his previous partners. He may exhibit rage, question sexuality, threaten 'loss of control', and make subtle remarks that could be taken as threats against the PO or her department. This will become a regular routine response that every specialist in DV probation supervision will come to expect.

Finally, the female PO should resist expecting the victim to behave as she would if *she* were involved in this relationship. This is a very strong temptation and can be very detrimental to both the efforts to supervise the offender and the efforts to establish a relationship with the victim. Allow the victim to do what she thinks she needs to do to survive.

You should become an ally in the community rather than a 'relationship solver'.

Male Parole Officer's

For male PO's the establishment of expectations, conditions and ground rules for the offenders is somewhat trickier. A certain percentage of men batter women. This is as true in the law enforcement community as it is in the general population. As part of our professional code of ethics it seems appropriate for these PO's not to perform domestic violence work. So rule #1 is to make sure that we as PO's, working these types of caseloads, do not have these types of issues in our private lives.

That having been said, male PO's face a culture of male privilege that has only been addressed since the end of the Second World War. That means we, as men, are the first and second generation born into an American culture that is only slowly becoming aware of the issues of assumed male privileges. Everything from the division of labor in the home to sexual conduct in the workplace is, for the first time in history, subject to negotiation and realignment. These issues will be resolved by others. Our issue here is to see where we are actually buying into arguments presented by the perpetrator and where these cultural expectations affect how we do business. The advantage we have is that we know where we are, culturally, while the offender needs education, in every sense of the word.

Being highly manipulative, the DV offender will probe the male PO to see what his reactions are to male/female issues. He will minimize the crime and attempt to blame the victim. As PO's we know this criminal thinking error very well. Next the offender may blame substance abuse. Finally he will insist it was a random occurrence. It is up to us to determine the existence of a pattern of behavior.

The offender will quickly try to enlist the male PO as an ally against women. He will make light of the offense and see if the PO joins him in observations about the peccadilloes of women as a group. He will ask rhetorical questions of the PO such as 'Isn't that what you'd do?' Or, 'what was I supposed to do?'. Rather than consider these questions, the professional will use them as an opportunity to denounce violence of any type under any situation.

The offender will try to see what behaviors are acceptable to the PO. 'I was only writing her a letter' or 'I was only trying to see my kids'. The PO simply cannot negotiate conditions of probation. This sends a message to the victim that the offenders can manipulate

the system. This is frightening to the victim and reinforces her perception of a system that cannot protect her from this perpetrator.

The strongest technique the offender can use on his male PO is the 'Look, we're both guys' approach. This is the single most disturbing, divisive, and dangerous argument for the PO to deflect. In what other crime category would this argument work? Burglary? Drugs? Rape? The typical response drilled into males in this country is not appropriate when working with DV offenders. The inclination to discuss females in the manner we have been culturally conditioned to is very dangerous in this line of work. A wink and a nod will tell the offender that this is not a serious crime. This is not a crime our community is concerned about. Treat statements by the offender about the victim as though he were talking about someone you care deeply about. This will help you conduct a professional interview. It will certainly set a standard of expectations that the offender will seriously consider.

The Traps

For all of us, as PO's, there are several basic traps the offender will try. These are well known in the DV literature and we will touch only briefly on them in this paper. The offenders will usually try one or more of these very early in the probation supervision period.

- *Different religions trap:* "In *my* religion, we practice beliefs that subordinate the woman. This conviction is a religious freedom issue"
- Different culture trap: "You are not of my culture. If you were, you would know that in myculture things with women are very different. This conviction show a lack of sensitivity to diversity in this country."
- Crazy Maker trap: "I am highly educated and well respected. This is a travesty. Why don't you spend time supervising bank robbers instead of me?"
- Violence trap: "She assaults me! I only weigh 110 pounds and I am a very sick man. Listen to me. How could I terrify anyone?"
- Recovery trap: "I've quit using drugs. I've been clean for 2 months now. Look how hard I'm trying. I'm doing this for her."
- Cooperation trap: "You're right. I've been unaware of my anger. This experience is just what I needed. It took you, a brilliant PO, to show me the error of my ways."

- *The Spouse trap:* "Look at her...just *look* at her. She uses drugs. Her grandparents have her kids. She can't keep a job. She keeps calling you up with untrue stories.
- The Pitiful trap: I've lost my job, I can't see my wife or kids. She cleaned out the checking account. I have to pay these fines and you're on my case all the time.
- *The Judicial Error trap:* "Even *she* says it didn't happen. She told you this is a mistake and that she loves me. This is a huge miscarriage of justice by you people."

As a PO, answer any of the above statements in the affirmative and you'll see how quickly the offender can begin the manipulation of the Probation situation. Answer any of the questions with murmurings of understanding sympathy and make your our prediction about the PO/offender relationship 5 month (or five years) down the road. These are just some of the many traps that are very well known and very easily defused.

Working With The Offender

After you've taken a personal survey of your own ability to work with perpetrators of all types of violence and after you've looked at your susceptibility to the traps outlined above, you can face the offender with renewed confidence. Current thinking on the 'best practices' strongly supports a Coordinated Community Response (CCR). As probation officers, our role in this type of a CCR is holding the offender accountable and joining in the development of a 'common language'. Working with other agencies builds confidence and joint community planning consistently produces more effective results.

The first part of the plan is correct use of the language. We are actually 'on stage' when working with offenders so jokes, belittlement, or sexist remarks of any type are most definitely counterproductive. We must remember to control the interview. This is best done by listening to the offender. Interviews should be not be a 50/50 conversation. They should consist of the offender speaking about 85% of the time. Your comments should not be prescriptions to 'fix' the offender, but rather questions about what the offender has just said. Avoid the use of the word 'I', at all costs.

The message of your department, indeed your community, should be one of constant disapproval. Violence is wrong and won't be tolerated. Abusive behavior is illegal and will result in a sanction, every time.

Attendance at DV education or batters intervention is not optional. Some courts will make a referral to an anger management program. It is essential that you remain true to 'the language' and call domestic violence what it is...a crime of violence, not anger. To remain on your caseload the offender must acknowledge that he will occasionally be tired, sick, or inconvenienced at times during the course of his probation. Nevertheless, he will always be sanctioned if he fails to attend treatment unless excused by a physician.

Contact with prohibited persons means *any* sort of contact. There are no situations where the offender can discuss the 'reasonableness' of a particular contact. No letters, no phone calls, no repeated chance encounters, no parking outside the residence, no meeting at motels or neutral locations. Contact will result in a sanction.

The offender must by closely supervised. If you undertake this work, you must have the resources to closely monitor compliance with the conditions of probation. Each condition of probation is as important as every other condition. Attendance at drug treatment is as important as maintaining employment, and so on. Send a strong message that this is serious supervision for a serious offense.

The treatment provider is an essential part of this effort. The Coordinated Community Response format respects all participants, service providers, and authority figures equally. All waivers must be signed at the outset. The type of treatment must be consistent with the overall program of accountability. The treatment provider/educator must regularly report the offender's status to the PO. The PO must expect that change will occur as a result of treatment or the offender will never take treatment seriously.

Look for 2 violence-free years as a goal. Some offenders are so compliant that they will do everything ordered by the court and document it to the last letter. And they will still be abusing their partners.

Know your victim (s). Become a steadfast resource, taking the quick actions on any violations. Too often the victim does not come to trust the agencies dealing with the abuser. Consistency is essential, so even if the victim says she disagrees with an action, she can come to predict the PO's response. Make unannounced home calls. Probably the most reassuring thing a PO can do is visit the residence of both the victim and the batterer. For the victim, there is reassurance that there is a system in place that has not forgotten her. For the perpetrator, the knowledge that the system has high expectations may move him along in the treatment process.

When Dealing With The Domestic Violence Client, Remember...

- •Abuse is different than Assault
- Power, control, and terror are *not* usually random acts
- •Do your homework...who *is*this person sitting in your office ?
- •Find out *first and foremost* if this conviction stems from a long standing relationship. If it is, regardless of the crime of conviction, you now are supervising a DV case.
- •Understand that domestic violence will be part of a chronic, ongoing, pattern in this relationship.
- •Interview men and women separately.
- •Be *aware* of manipulation techniques attempted by the offender
- Always exercise the option to obtain a drug and alcohol evaluation
- •Upon *first contact* with the victim, be sure that you provide a referral to the local Women's DV advocacy group.
- •Do *not* disclose any information given to you by the victim to this perpetrator
- •Have offender sign release forms, contact the advocacy group, and maintain a strong partnership with a free flow of relevant information



Final Thoughts

In teaching this material from coast to coast, we have encountered many objections by PO's to the feasibility of this approach. The primary objection is the lack of resources. Things lacking include time, staff, jail space, administrative will, and a pervading sense that the issue is of such a magnitude that a systemic approach is hopeless. These are the very things the offender is counting on to avoid being held responsible for his actions. Think of the situation with drunk driving 20 years ago. Are your friends more or less likely to drive while intoxicated these days? How about cigarette use? Aren't most public buildings off limits to tobacco use ? Was this even an issue when you were growing up? A concerted effort will have effects. It just takes time.

The argument that if we were to jail every DV violator we would run out of jail space is true. Our jails are filled and overflowing, in some areas. How many of these inmates witnessed domestic violence as an expected part of their upbringing? Of those, how many ever saw a PO remove the perpetrator from the home? Still, this knowledge does not free up jail beds. The intent of this article is to offer techniques and options in sanctioning offenders. Alternatives like work crews, public notifications, higher levels of supervision and electronic home detention are just some of the more recent innovations. But it really depends on our particular community and the weight it gives to the DV problem to initiate a solution. In this model we envision a continuum of sanctions with the first being a significant increase in the *length* of supervision, moving toward incarceration. At any given moment a fluid, proactive DV system will have offenders occupying all types of punitive slots, up to and most definitely including state prison.

Observations that local Parole and Probation departments are not staffed to take on additional specialized caseloads are also very true. This is a direct function of the philosophy of the community, the politicians, and the department itself. Locally, some hard questions have to be asked. Which PO is a member of the local Domestic Violence Task Force? Which administrator has been handling this issue in management team meetings. What are the PO's opinions of the local women's violence shelter? Why? Is this part of our department's culture? When were the anger/domestic/ violence counselors last invited to a Probation Department's unit meeting? How do we speak to the local police agencies about females, victims, and the whole issue of Domestic Violence in our community? What percentage of DV cases are prosecuted in relation to the number of DV arrests? What number of arrests are made in relation to the number of 911 DV calls to dispatch?

Questions like these are necessary to develop a true snapshot of where we are as an agency in addressing this issue. The current level of cooperation among agencies in your community is a reflection only of the priority your community places on affecting the Domestic Violence problem. Again, we must emphasize that every effective effort to work with perpetrators will lead directly to the local Probation Department, no matter how the work ahead is divided. □

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We Need Your Assistance! Community Supervision Success Stories

All too often we present community supervision's importance to the public and policy makers through the use of statistics and academic studies. Although this is important information to share with these audiences, they are generally ineffective arguments for community corrections' existence when it comes to much of the emotional laded "get tough" rhetoric and fearful messages utilized by proponents of the "tail'em, nail'em and jail'em" mentality. Community corrections also needs to have emotionally charged success stories.

Therefore, APPA is interested in compiling success stories generated through community supervision efforts. Specifically, we are interested in individual or programmatic stories from diverse jurisdictions that highlight interventions or approaches that would be considered successful by the general public and policy makers.

Each submission should include a brief description of:

- the jurisdiction (e.g., rural or urban, state, city, etc.);
- the offender (no real names, please) or offender population (e.g., adult or juvenile, offense types, etc.);
- the type of intervention or program (e.g., community service, drug treatment, restitution program, victim/offender mediation, etc.);
- contributing factors to the successful outcome (e.g., who was involved? How?); and
- · the result.

Please send submissions to:
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Corporations with an interest in the field of parole, probation and community corrections are invited to become APPA Corporate Members. Corporate Members receive benefits such as enhanced visibility among APPA's nationwide network of community corrections professionals, as well as shared information on the latest trends and issues that specifically affect community corrections.

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uring the past several decades there has been an eroding of public confidence in the ability of traditional probation and parole agencies to monitor offenders' behavior and intervene prior to reoffending. The reasons for this erosion may lie with the trendy "get tough on criminals" philosophy that is popular in today's political circles or perhaps a lack of understanding by the public regarding the role of probation and parole in the criminal justice setting. This erosion is facilitated by the media with their coverage of parole and probation focusing primarily on failures rather than successes. But we must also look within our own agencies to determine if we too contribute to this erosion. Most agencies have mission statements which reflect laudable values and beliefs. Unfortunately, in some circumstances, actual agency practice may differ significantly from public policy as defined in the mission statement. Mission statements are generally defined in terms of outcomes such as "reintegrate offenders into the community" or "protect the public by making careful, just and equitable parole decisions." There can be no legitimate debate that these are laudable goals. But how do we know if these goals are being met? Are parole and probation officers being measured on the reintegration of the offenders under their supervision, or are they being measured on the number of contacts they make or the number of reports they write? In short, is the agency practice one of measuring outcomes or processes?

Rhine (1998) calls for a new narrative for probation and parole supervision. He observes that there has been a shift towards a onedimensional approach to community supervision with a focus on surveillance, control and swift revocation of probation and parole violators. This one dimensional model of supervision virtually abandons the notion of offender reintegration through behavior change and seeks to "manage the inevitability of criminality" through the selective targeting of high risk offenders. In Rhine's call for a new supervision narrative, he refers to Simon's (1993:9) three elements for the narrative to be successful: a theory of criminogenesis, a measurement of its degree and a set of practices capable of controlling it. During 1997 the Field Services Division of the Georgia State Board of Pardons and Paroles underwent a significant restructuring of its philosophy of field supervision for adult parolees. This restructuring not only addressed the three elements that were considered equally important. This new philosophy, or paradigm, combines theory, research, public policy, practice and outcome measurement in order to produce positive, measurable results. This paradigm has come to be known as Results Driven Supervision (Boone and Fulton, 1995).

Public policy and agency practice in the field of probation and parole must be guided by a theory of why people commit crime. In order to be able to intervene prior to reoffending (the goal of parole and probation), there must be an understanding of the causative factors of the original offense. Since many textbooks have been written in the field of criminological theory, only several will be briefly mentioned here. The number of criminological theories that were considered for the foundation for Results Driven Supervision was considerably narrowed due to their policy implications. For example, there exists a considerable body of knowledge in the areas of biology and psycho-biology. The policy implications of these theories suggest interventions far beyond the realm of any probation or parole agency so they were not considered. Many of the various control theories assert that self control is the key to nondeviant behavior and that this self control must manifest itself prior to adolescence. Once again, this theory is beyond the scope of adult parole and probation services.

There is, however, a body of knowledge in the area of social learning (Sutherland, 1947:6-7) which lends itself to not only empirical testing

for validity, but also to application in the practice of supervision of adult offenders. The essence of social learning theories is that criminal behavior is learned, just as non-criminal behavior is learned. This learning takes place based upon frequency, duration, priority and intensity of interactions with others. General social learning is the theory upon which Results Driven Supervision is based.

A second theory which supports Results Driven Supervision is the Deterrence Theory (Beccaria, 1972:18-19). Deterrence is comprised of the elements of severity, swiftness and certainty of punishment for delinquent acts. Research consistently demonstrated that severity is the weakest of the three elements of the theory. Certainty of punishment and swiftness of punishment, to a lesser degree, have been shown to have a specific deterrent effect. Deterrence Theory is not used as a theory of criminogenesis but rather as a theory guiding the use of intermediate sanctions. Parolees committing technical violations of their release conditions are sanctioned in some manner for nearly every violation of their conditions. This sanction is applied as quickly as possible after the infraction to maximize any deterrent effect against future violations.

Finally, Results Driven Supervision is grounded in the Routine Activities Theory (Cohen and Felson, 1979) of crime prevention. Routine Activities Theory states that three phenomena must be present in the same space and time in order for a crime to occur: there must be motivated offender, a suitable target and lack of capable guardianship. As well be discussed later in the article, parolees in Georgia are involved in programmed activities that attempt to change their thinking and behavior (motivation) and occupy their time in pro-social activities which serves as capable guardianship to help prevent reoffending.

With a grounding in criminological theory, the next component of Results Driven Supervision is applied research. The past decade has seen a dramatic increase in research in the area of criminal causation and attempted intervention. A central concept in this research is criminogenic traits and their relationship to offender risks and needs. Criminogenic traits are the distinguishing individual traits of the average offender (Hernsteinn, 1995). Risk refers to the likelihood of reoffending and can be classified as static or dynamic. Static risk predictors include variables such as age, criminal history and sex, variable that are unchangeable. Dynamic or changeable risk predictors, such as educational level, substance abuse and employment and cognitive skills are referred to as criminogenic needs. Research as suggested that by intervening in these key, dynamic criminogenic needs areas, recidivism by any definition can be reduced.

A recent meta-analysis of 131 studies found that in the area of predicting reoffending, dynamic predictor domains performed at least as well as static domains (Gendreau, Little, Goggin, 1996). Andrews and Bonta (1994) report certain programs for high risk offenders reducing rearrest rates of up to 25 percent. The general consensus among the literature suggests that targeting high risk offenders for these types of interventions will have the greatest return on time and resource investment. The third component of Results Driven Supervision is public policy. In Georgia, the State Board of Pardons and Paroles is in the executive branch of government and therefore accountable to the state legislature as well as the governor. With the implementation of results based budgeting in Georgia, there has been a greater emphasis placed on outcomes rather than processes in competition for scarce funds. These outcomes are easily measured at fiscal year end to determine subsequent funding levels. Among these outcomes for fiscal year 1998 are the following objectives:

 the percentage of parolees successfully completing parole will increase from 68 percent to 70 percent;

- the percentage of parolees maintaining employment will increase from 86 percent to 88 percent;
- the number of parolees involved in substance abuse treatment will meet or exceed 5,000;
- through effective intervention measures, the number of positive drug tests will not exceed 14 percent of total tests administered; and
- the number and percent of parolees completing GED or vocational training will be measured this year to establish a baseline for fiscal year 1999 outcomes.

To put these outcomes into perspective, out of a total correctional population of over 250,000 offenders in Georgia, there are currently approximately 20,000 parolees under supervision in the state. As of June 1998, there were approximately 40,000 prison inmates, 136,000 state supervised probationers (felony and misdemeanor) and 91,000 misdemeanor offenders under private probation supervision. Rhine observes that current supervision practices focus on controlling these aggregate numbers, rather than focusing on the individual offenders as has been the traditional approach. The second element of the new narrative, a measurement of the degree of criminogenesis, can be taken from the aggregate population or the individual offender. Georgia parole has chosen to continue focusing on the individual offender by requiring the majority (95 percent) of convicted felons entering the prison system to complete a diagnostic battery which evaluates work history, vocational interests, cognitive and intellectual functioning, education level, substance abuse history, responsively to treatment and general medical and mental health. Upon favorable parole consideration, the results of the diagnostic testing as well as a complete legal and social history are forwarded to the supervising parole officer to assist in intervention planning.

Armed with a theory of criminogenesis, applied detailing "what works," an outcome based public policy and a measure of the degree of the program of crime in Georgia, a set of field practices was developed and implemented "capable of controlling it" (Simon, 1993:9). Parole field services in Georgia is comprised of six regions with 50 separate field offices. These field offices are locate throughout the state in metropolitan, suburban and rural areas. Since the officers are so widely disbursed, the availability of community resources becomes problematic, particularly in the rural areas. With this problem it then becomes difficult to compare outcomes between rural and metropolitan areas. Metropolitan areas will generally have

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more resources available, particularly in the areas of employment and counseling, and therefor should produce better outcomes. To account for this disparity in resources, every field office has developed four supervision tracks for the supervising officers to follow. A track is a plan of action, developed by each field office, which details the activities of the offender and outlines the responsibilities the supervising officer. Each track is concerned only with a single criminogenic need area. Since research as told us that it is possible to intervene in the dynamic criminogenic needs of the offender, Georgia has selected tracks focusing on the criminogenic needs of substance abuse, education, employment and cognitive traits. Each track has a defined goal which states the desired outcome, an objective which is the means to obtaining the goal, and intervention plan which details the process to reach

the objective. For instance the employment track may have as its goal "the parolee will be self sufficient." An objective may be "all employable parolees will be employed." A second objective may read "all disabled parolees will be referred to helping agencies." The intervention plan for each objective details time frames, responsibilities for the parolee as well as parole officer, and specific programs available in that area for referral. Tracks are dynamic and can be updated any time to reflect changes in community resources or agency priorities.

Track placement is determined by the officer with approval by the office supervisor. Supervisory approval insures that officers are making well informed decisions targeting the criminogenic needs of the particular offender. Placement is determined through a careful review of case material and interviews with the parolee. Once placed on a track, the parolee will require constant attention from the supervising officer to insure compliance. It is not unusual for a parolee to be placed on more than one track at a time since frequently multiple criminogenic needs require attention. As mentioned previously, noncompliance is met with the swift and certain application of intermediate sanctions. This can range from a simple documented verbal reprimand, to administrative hearings or short term local incarceration based upon the nature of the noncompliance. Continued noncompliance can result in a formal revocation hearing. It is not unusual for parolees to require much more interactions with their officers as they work their plans, often more than was dictated by a surveillance and control model of supervision.

In the process of developing their tracks, intervention plans and community resources, the field offices were encouraged to use resources that understood the nature of offender populations and were willing to provide immediate feedback of attendance and progress. In areas where resources were scarce, the field offices where encouraged to provide resources in their offices such as Narcotics Anonymous or Alcoholics Anonymous groups and GED programs. This approach allows for not only immediate feedback of attendance and progress, but also some control over program contents. As previously stated, the theoretical underpinning of Results Driven Supervision is social learning. All the tracks and intervention plans employ this theory of criminogenesis by involving the parolee in pro-social activity which will, hopefully, reduce his criminal motivation. Furthermore, with the parolee involved in these activities, capable guardianship is increased through employers, teachers counselors or facilitators. By reducing motivation and increasing guardianship, two of the three elements of the routine activities theory have been addressed, leaving only suitable targets which is beyond the scope of parole field supervision.

The final element of Results Driven Supervision is outcome

With the implementation of results based budgeting in Georgia. there has been a greater emphasis placed on outcomes rather than processes in competition for scarce funds. These outcomes are easily measured at fiscal year end to determine subsequent funding levels.

measurement. In the fall of 1997, the Field Services Division began a pilot program using laptop computers to replace the tradition field notebooks and handwritten officer case notes. The pilot proved successful and by the summer of 1998 all field officers as well as supervisors were issued laptop computers to entire supervision information. The agency-designed software application was developed at the same time Results Driven Supervision was implemented. This has proven beneficial to the implementation of Results Driven Supervision because the software application is tailored to enhance this supervision philosophy.

The officer prompted by a "point-and-click" menu to record relevant information under the headings of types of contact, general information, violations, sanctions and outcomes. At the present time, there are a total of 126 pre-programmed options that the officer can select, representing 126 separate variables for measurement. A typical series of entries would begin with type of contact and the officer would select where the contact took place and who was involved in the interaction. Under the heading of General Information and entry might include "referred to GED program" or "accepted to GED program." A violation might occur and the officer could select "failed to attend program." The violation would then be followed by a Sanction entry, possibly "verbal reprimand." Under the heading Outcome the officer could eventually select "completed program" or "failed to complete program." After selecting the appropriate options the officer then enters any comments necessary to supplement or clarify the options selected.

The desired outcome of parole is a law-abiding, self sufficient, contributing member of society. The software application will not only assist in measuring successful parole outcomes, but will also allow for the empirical analysis of the degree of correlation between the variables and successful, or unsuccessful, parole outcomes. It will also enable an analysis of the effectiveness of Results Driven Supervision. For example, the data base will allow for the measurement of the relationship between the frequency of drug testing and illegal drug use. By examining these types of questions the agency will then be able to develop interventions that are most likely to have the greatest effect on the offender and tailor field supervision strategies that focus on successful outcomes.

The Georgia State Board of Pardons and Paroles believes that Results Driven Supervision is the manifestation of the APPA vision. This supervision philosophy attempts to provide a full range of sanctions and services for the offenders as well as means of reintegration into society. These primary prevention services have been developed from the bottom up, initiated at the line officer and line supervisor level and eventually approved by senior management. This has resulted in the empowerment of those closest to the offenders, the parole officers, to set the standard for supervision in Georgia. By relying heavily on community resources,

our communities are empowered to own and participate in solutions. Finally, Results Driven Supervision is wholly outcome dependent at a time when the public is demanding accountability for their tax dollars. Dr. Rhine has defined the problem, it is up to us, the practitioners, to develop solutions. While it may be premature to evaluate this model for results, it is not too early to evaluate Results Driven Supervision as a model built upon the foundation of theory, research, public policy, practice and outcome measurement. We believe that combining results based supervision strategies with the latest information technology represents the best model for the new millennium.

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The Role of Performance-Based Measures in the Development of Sex Offender Supervision Programs

Introduction

ith the emergence of community notification laws—also called "Megan's Laws" in honor of Megan Kanka, a seven year old girl who was raped and murdered by a twice convicted child molester in her New Jersey neighborhood in 1994 (Matson and Lieb, 1997, p. 1)—supervision agencies across the country are shifting their attention to assess and improve sex offender management in their communities. Many supervision agencies are addressing public concern by proactive measures such as community education forums on risk and prevention. Sex offender accountability has taken on new meaning, as agencies search for methods to evaluate supervision strategies and the effectiveness of specialized conditions.

The development and implementation of performance-based measures is a model agencies can use to evaluate both the process by which sex offenders are managed, as well as evaluate the effectiveness of outcomes. The book, *Results-Driven Management, Implementing Performance-Based Measures in Community Corrections*, lays out a foundation by which a model of evaluation can take place. This model encourages multi-level agency involvement in the development of values, mission, goals, activities and measures. In practice, management staff of agencies both large and small generally make policy and practice decisions and expect staff to carry out these functions. The reality, however, can be a mixed delivery of services caused by the individual officer's perception of his/her role, as well as a misconception concerning the overall objective.

Examining Performance-Based Measures For Sex Offender Supervision Programs

The framework of performance-based measures is described in the form of a triangle, each step building upon one another with values being the underlying foundation. A description of this model is outlined in figure 1 (Boone, Fulton, Crowe, and Markley, 1995, p. 23).

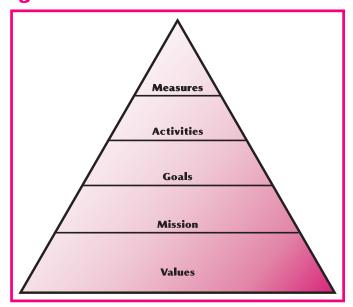
"What is the primary objective of the supervision department?" This is one of the first questions to be asked at sex offender specific trainings. Surprisingly, when asked this question, of both management and line staff alike, offer a variety of responses, e.g., "community protection," "victim and community restoration," "rehabilitation of the offender." These are all worthy goals and likely considered of high priority to supervision departments nationwide; however, without an agency defined primary objective or mission, the decisions on case management can vary depending on what the individual officer believes to be the primary objective and their role in carrying that out. Officers working in a sex offender unit may have disagreements about the function of their role. For example, is the officer a broker of services focused more on enforcement or on rehabilitation? Consider for a moment how the use of community service as a special condition for a sex offenders has an impact on the primary objectives given as responses noted above. In other words, does community service have an impact on offender rehabilitation? Does it put the community at risk? Most people would agree that community service for sex offenders has more restorative qualities, than rehabilitative qualities. Although, some also would argue that many community service projects are not suitable for sex offenders and place the community at risk. Perhaps another consideration is the priority of special conditions for fees. If an agency's goal is to restore the victim, offender payments should then be credited toward victim restitution prior to probation fees, court costs, and other court ordered fees.

A supervision department should develop an agency mission, values and goals, as well as implement ways to measure agency process and outcomes. Then, mission, values, goals, activities and measures can be defined for specialized programs within the agency, such as sex offender caseloads or units. It is suggested that the management and line staff participate in this process in collaboration with the prosecutor's office, Judges, victim advocates, treatment providers, law enforcement and community members. This level of networking ensures that the supervision department is sensitive to community needs and issues. It also serves as a forum to educate the justice system and community entities about real expectations and limitations of the supervision strategies.

The process of developing consensus about issues, such as sex offender management in the community, can have positive results both within the agency, as well as in the community. The value statements become a basis for courtroom decisions and help to prioritize levels of intervention for offenders in identified high risk situations. This is useful for the agency, yet is equally important to the sex offenders under supervision. They become aware not only of their conditions of probation or parole, but the agreed upon mission and beliefs (values) on which case action is to be managed.

To illustrate this point, please review the following example of how Performance-Based Measures was developed in a rural community in Hunt County, Texas.

Figure 1



Hunt County Sex Offender Accountability Program¹

The Mission is to provide sex offenders on community supervision the opportunity to accept responsibility for their offense, learn about their offense cycle, identify and avoid high risk situations, and develop victim empathy, to help ensure community safety.

We believe...

- Offenders can control their sex offender behavior.
- Sex offenders need treatment with a focus on cognitive/behavioral programming, rather than conventional therapy.
- Sex offender have deviant sexual arousal.
- Offenders with substance abuse problems are higher risks to the community.
- In community protection to the best of our ability, by creating and monitoring community supervision terms which set limits and boundaries on the offender's contact with potential victims and high risk situations.
- Victims living in the home of a known offender are at risk for revictimization.
- An offender's significant other should be informed of the defendant's offense cycle and take an active role in the offender's treatment.
- All sex offenders have potential to re-offend, even if they have successfully completed treatment.
- Sex offenders are highly manipulative and often portray themselves as "victims" to their family and friends.
- All sex offenders granted community supervision must attend a registered sex offender treatment program until successfully completed.
- Sex offenders that are unsuccessfully discharged from treatment due to non-compliance with treatment rules should be incarcerated because they pose a serious risk to the community.

 Sex offending occurs in all cultures, all races, and across the socioeconomic spectrum.

Goals include

- To maintain and advocate for quality treatment of offenders.
- To help offenders identify and decrease their deviant sexual arousal.
- To assist offenders in developing a workable relapse prevention plan.
- To help offenders develop victim empathy.
- To help victims of sexual crimes receive the therapy they desire and the restitution they deserve.
- To educate the community about sex offenders, treatment programs, and prevention.
- To serve the Courts with professionalism: Submit timely reports of compliance, non-compliance and appropriate recommendations for sentencing.
- To continue to be a leader in the state on issues of sex offender supervision and treatment by maintaining current participation in regional and national associations and participate in research projects.
- To develop and maintain performance-based measures that can show the community, as well as the State, the value of the Hunt County Sex Offender Accountability Program.

To understand how measurements were developed for particular activities, it is important to look at the individual goals, decide what method are in place to carry out the goal, then look toward a particular indicator that can be measured. A couple examples are listed on the next page.

Developing Measureable Objectives

Once goals, methods, and indicators are determined, then measurable objectives can be created to evaluate performance. A sample objective related to restitution collection is as follows:

Restitution Collection: Offenders participating in the Hunt County Sex Offender Accountability Program will be expected to pay at least 95% of their Court ordered restitution fees as directed. (95% is based upon statistics from FY'96/97, where 97.14% of restitution was collected by the supervision department from offenders participating in the sex offender pmrogram).

Additional objectives which are measurable include:

- 95% of the offenders in the sex offender program will attend all weekly sex offender treatment sessions.
- The supervising officer will make field contact with 80% of the offenders under their supervision.
- The percentage of full time employed offenders will meet or exceed 75%.
- At least 85% of all community service ordered by the Court will be performed as directed.

The Relationship Between Performance-Based Measures And The Containment Approach

In the book titled, *Managing Adult Sex Offenders, A Containment Approach*, the model for managing sex offenders is similar in nature to the model developed in *Results-Driven Management, Implementing Performance-Based Measures*. In chapter 2, the Containment Model is conceptualized as having five parts (English, Pullen, Jones, and Krauth, 1996, p. 5-6):

- 1. A philosophy that values public safety, victim protection, and reparation for victims as the paramount objectives of sex offender management;
- 2. Implementation strategies that rely on agency coordination, multidisciplinary partnerships, and job specialization;
- 3. A containment approach that seeks to hold sex offenders accountable through the combined use of both the offenders' internal controls and external control measures, and the use of the polygraph to monitor internal controls and compliance with external controls;
- 4. Development and implementation of informed public policies to create and support consistent practices; and
- 5. Quality control mechanisms, including program monitoring and evaluation, that ensure prescribed policies and practices are delivered as planned.

The Containment Model, when compared with the model of performance-based measures represented by the triangle approach described previously, offer consistencies in the themes of collaboration, mission and value development and the need for evaluation. Since community notification practices began, there has been an increasing focus on sex offender management issues. This coupled with a shift in many jurisdictions toward "community justice" is making it necessary for supervision agencies to prepare themselves for public scrutiny of their operations. With community involvement and collaboration, supervision agencies would be more responsive to community needs and wants. Supervision departments can align themselves with other community agencies and work together to achieve common goals, such as improved programs, education and prevention.

Conclusion

Supervision departments strive to deliver the best services to the offender, in hopes that recidivism will be reduced. The development

and implementation of performance-based measures with a containment approach will help agencies maintain accountability to the community they serve. The American Probation and Parole Association has resources to assist probation and parole agencies in this endeavor. The two books cited above are publications offered through the American Probation and Parole Association, which can be used as a guide to develop a plan of action for probation and parole agencies. Furthermore, the Center for Sex Offender Management (CSOM) is a national project to support local jurisdictions in the effective management of sex offenders under community supervision. This project is a collaborative endeavor administered through an interagency agreement among the Office of Justice Programs (OJP), the National Institute of Corrections (NIC) and the State Justice Institute (SJI); and a cooperative agreement between OJP and the Center for Effective Public Policy, in collaboration with the American Probation and Parole Association. The primary goal of CSOM is to enhance public safety by preventing further victimization through improving the management of sex offenders who are in the community. This goal is supported by CSOM sponsored technical assistance, training programs, the development of resource sites, which can serve as mentoring sites, and a clearinghouse of information resources.

Endnotes

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| Goals | Methods | Indicators |
|---|---|--|
| Restore crime victims | Monitor restitution payments Inform victims of services and potentialcontact/danger | Payment of restitution Extent of victim satisfaction with services and department |
| Assist offender to change | Refer to sex offender treatment, polygraph and plethysmograph | Number of treatment sessions attended |
| | Schedule a clinical staffing to review offender treatment progress | Compliance with treatment goals |
| | Offender participates with program sponsored Ropes Course | General attitude |
| Promote honesty Break denial Promote compliance | Refer for a clinical polygraph | Percentage of "truthful" polygraph exams without admission of a new offense or violation |

PUBLICATION ANNOUNCEMENT

Introducing the newest publication from the American Probation and Parole Association, *Community Justice Concepts and Strategies* is a compilation of information from many contributing author – each an expert in their area of community justice. The individual articles identify the unique community partnerships and initiatives that is community justice.

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Community Justice Concepts and Strategies was produced under an award from the Bureau of Justice Assistance, Office of Justice Programs, U. S. Department of Justice and is available for the cost of shipping and handling only, there is no cost for the publication.

"How exciting to see APPA taking leadership in an approach to justice which can potentially revolutionize our communities."

> -Norm Helber, Chief Probation Officer, Phoenix AZ

"This book offers a truly comprehensive vision for what true justice should look like, balancing the interest and needs of victims, offenders, and the community. It is a must read for justice practitioners, victims service providers, and allied professionals who are interested in a new vision of justice."

-Anne Seymour, Public Safety Consultant, Washington, DC

"This APPA publication is a must for any agency that intends to build partnerships or collaborations within their community. *Community Justice Concepts and Strategies* provides an excellent overview for community partners to get on the same page in an attempt to dynamically change the service delivery system."

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Building HOPE Arough Community Justice

ommunity, justice, and values. Are you inspired when you hear these three words? Do you feel that warm rush of excitement and anticipation? If you are at all like me, these are the thoughts that come to mind when you hear the words of community, justice, and values:

- B-O-R-I-N-G.
- Politically correct.
- Old wine in new wineskin.
- I have no idea what any of those words mean, individually or collectively, or how this should affect me.
- Impractical.
- Time to settle in my chair for a snooze.

I am going to put some life back in those words. Why? Because we are learning that when these words are put into practice, they are life changing. More importantly, they are reshaping the very communities in which we live. They are putting a face on anonymity.

Something extraordinary is happening, first in our backyards, and now in our front yards. This something is tapping into a latent energy source, long left dormant and assumed apathetic. I am talking about vibrant community participation. I am talking about community justice, or what Dr. Martin Luther King called "soul force." All across our neighborhoods, attempts are being made, many of them highly successful, to engage citizens in shaping the services offered by government, and more importantly, to become involved in decisions on how to restore community harmony and peace. Citizens are being given opportunities to contribute their skills, talents, and resources, which help make both

individuals and neighborhoods stronger and outcomes much bigger than those through individual effort. In a profession that is constantly confronted with human suffering, this hopeful message is refreshing and invigorating.

Why should you care? Why should this topic be of any relevance to you? Because whether you realize it or not, you are a gatekeeper. You are standing in the gap. You hold a key to unlock the door from community hopelessness and apathy, to one of belonging and hope. You—as probation officers, corrections officers, supervisors of parole, criminal justice professionals—have the power through individual effort to unleash the tide of community compassion and resources. I say this with all sincerity and conviction because I, along with so many of you, am witnessing this unfolding of drama in our community justice efforts.

About a year ago, our chief judge Leslie Metzen, First Judicial District of Minnesota, called us up and said that she wanted to see what this community conferencing thing was all about. After she attended, she said something that helps us contrast a community-based process with a traditional one. She said, "I have been on the bench for seven years. Never in my seven years have I ever seen anyone walk out of my courtroom feeling as positive and hopeful as what happened here. We've got to start doing things differently."

I suspect that some of you are practicing community justice daily. Others of you have never heard of the term. Still others fall somewhere in between.

As exciting as this sea of change has been, there also are hazards and perilous signs. Hazards that threaten the present and future efforts to build up our communities and the support communities have received to take charge of their own destinies. I believe that these hazards most

often are directly related to the lack of guidance by a set of community defined values.

So, in this article, I would like to discuss:

- previous attempts to articulate a set of values to guide our behavior in terms of what it means to be a part of a community,
- three values often expressed by community members that can help guide these community justice efforts, and
- examples of what can happen when these values are absent, and when they are present.

Before I do this, however, I want to make sure we are clear on what we mean by community justice.

WHAT DO WE MEAN BY COMMUNITY JUSTICE?

Many definitions of community justice have been offered in recent months. For the purpose of this article, I am defining it as community led decision making process to address interpersonal conflict which is marked by

- a problem solving orientation,
- · decentralized authority,
- · accountability to each other, and
- a consensus driven process.

It is not based on a reliance on an expert system, leading to dependence on government. It stems from the belief that crime control best rests with the social system (not police-attorney-corrections-courts), and the idea that moral authority gives credence to legal authority as visualized in Figure 1.

Under community justice, the public has a viable perspective that needs not only to be heard but to be used as "the permissive point." That is, the community's permission should be received whenever feasible, before the legal and authoritarian system takes action. Dr. David Karp from George Washington University notes that judges see snapshots of one moment and the public sees a motion picture. This full picture perception is needed.

A few, more well-known examples of community justice in action include

- community policing and probation meeting with neighborhood groups,
- beat probation,
- family group conferencing and reparative boards,
- circle sentencing,
- · community courts, and
- · circles of support.

In each of these examples, it is the community members who lend their time and skills to resolve problems in their neighborhoods.

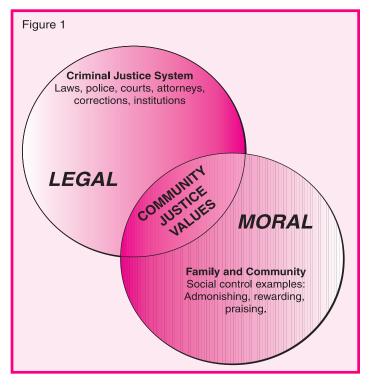
Community justice, then, implies that a properly engaged and informed community can make good decisions about individual cases, as well as about what is best for harmed relationships and community building. As long as they are willing to be involved, the system professionals do not need to "stand in their place." It also suggests that the community is ultimately responsible for its members, and members to the community. None of us is an island.

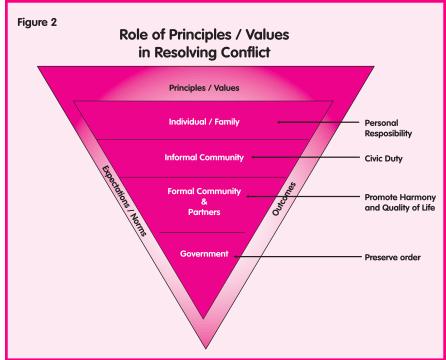
How does this involve you and me? I noted earlier that we possess a key. A key to which the community traditionally does not have access. It is the key of decision making around what justice means on a case-by-case basis. This is about sharing of power. As a society, we have delegated this power to the criminal justice system. The community is ready to take it back. Are we ready to share it? Are we ready to give it back?

In one jurisdiction, I was trying to explain the value of some of these community justice initiatives to a prosecutor. Our discussion soon got very heated, as he was vehemently opposed to giving that kind of power to the community. At one point, he emphatically exclaimed, "Mark, I am an elected official. I was voted in office to speak for the public. I will *never*, *never* allow the community to decide what is best for them." This, and similar experiences, make me wonder if we are ready to truly exercise community justice. I am convinced that justice is best not dispensed from on high, but is discovered where relationships are — at the very place of conflict. This is not a simple delegation to either informed or uninformed group of citizens.

Community justice does not mean that our traditional role as probation or parole officers, correctional officers, victim advocates will go away. We will still need to complete assessments and pre-sentence investigations, supervise offenders, monitor conditions, and meet the needs of victims. But, perhaps not on all cases, all the time, or all in the same way, because we have introduced a new variable: the community.

What will it take to ensure that we as a profession give communities an opportunity to reclaim their moral authority? What will it take for us to ensure that these community-based initiatives succeed for all involved, and not just a majority? What will it take? Certainly it will require patience, persistence, and passion. It also will take leadership — the willingness to take the risk to share decision making with community members and to listen in a responsive way to its members. It's like Wayne Gretsky, believed to be the best hockey player ever, once said, "You miss 100% of the shots you never take." Community justice requires leadership that is willing to initiate and guide community involvement and, then, to get out of the way.





In Dakota County, Minnesota, we have received nothing but positive press about our community justice initiatives. Nothing until recently, that is. An editor in the local paper completed a scathing review of the circle sentencing process.

Among other things, he declared that correctional officials bungled it, and that the entire community was not invited. The headline was, "The best laid plans of mice and men — and even judges." I thought the review was poorly done, full of inaccuracies and misunderstandings, and needed immediate correction; however, I did nothing. Rather than defending it, I am waiting for the community to respond. This was their process, and we responded to their needs and wishes. Many of the criticisms in the editorial were targeted at specific victim requests that the community honored during the circle process. This media response should be expected on occasion and should not deter us from taking risks. Rather than administering justice quickly and quietly in our courtrooms with dozens upon dozens of cases being disposed of in a rapid fashion, many community justice initiatives are open and visible, and, therefore, subject to scrutiny. It is a price we must be willing

PREVIOUS ATTEMPTS TO DEFINE valües

to pay if justice is truly community led.

Why is it important for communities to define values that shape the community justice processes? Because failure to do so will result in a decision making process that does not represent the entire community which, in turn, may lead to eventual disagreement, sabotage, apathy, or the failure to adhere to the final outcome. All voices must be heard and taken into account—not just the most vocal, the most articulate, or the one that shows up.

> Allan Bloom (1987), in his book The Closing of the American Mind, suggests that; where there are no shared goals or shared

vision, there cannot be community. It is only when we discover and articulate our shared values that we become a community that can hold each other accountable to the larger good. It is through shared values that we reconcile conflict between self-interest and common good.

Where do we look to find some of these common values? My experience is that no matter where you go or who you are—north or south, urban or rural, Caucasian or Asian, rich or poor-there is a core set of values expressed and accepted that are remarkably similar. Let's look at four examples.

KINDERGARTEN VALUES

Perhaps a good place to start is with Robert Fulghum (1989), author of All I Really Need to Know I Learned in Kindergarten. He simplified the identification of our values by revisiting the rules we lived by in kindergarten. Some of them included

- play fair;
- don't hit people;
- clean up your own mess;
- say you're sorry when you hurt somebody;
- put things back where you found them;
- don't take things that weren't yours;
- wash your hands before you eat;
- flush; and
- take a nap every afternoon.

While this might be a good place to start, it does not sufficiently describe the process needed to arrive at our values.

WORLDWIDE VALUES

Researchers have attempted, over many years, to find common values across different cultures and have generally agreed that 11 values were important to be upheld. They included

- honesty;
- integrity (i.e., living what we say we believe);
- promise keeping;
- fidelity/loyalty;
- fairness:
- caring and compassion;
- respect;
- responsible citizenship (obligations beyond ourselves);
- excellence and competence;
- · accountability; and
- trust in public officials.

SEVEN BLUNDERS

Mahatma Ghandi was once asked what he thought of Western civilization. He reportedly replied, "I think it would be a good idea." He noted that there were seven blunders or disbalances that resulted in what he called "passive violence," which ultimately led to active violence and crime. They included

1. Wealth without work.

- 2. Pleasure without conscience.
- 3. Knowledge without character.
- 4. Commerce without morality.
- 5. Science without humanity.
- 6. Worship without sacrifice.
- 7. Politics without principle.

He gave this list to his grandson, Arun Ghandi in 1947. Nearly 50 years later, Arun added an eighth — "Rights without responsibilities." (Christian Science Monitor, 1995, p. 14).

In light of what we are learning about community justice, perhaps a ninth should be considered, entitled "Justice without community."

HOOPONOPONO PROCESS

The native Hawaiian process called "ho'oponopono" is similar to circle sentencing and emphasizes the principle of setting things right (which is the translation for the word "ho'oponopono") (Shook, 1995). The following are the values ho'oponopono's conflict resolution process seeks to uphold:

Ohana: FamilyAloha: Love

• Kuleana: Responsibility

• Ike: Recognition

• Laulima: Cooperation

• Lokahi: Unity and Harmony

• Kokua: Help and Assist

• Ho'oponopono: Set Things Right

The native Hawaiian process seeks to set things right, to promote community harmony, to remind us of our responsibility to one another.

COMMUNITY VALUES THAT PROMOTE RESTORATIVE OUTCOMES

Three core values guide community justice work. They are based on hundreds of experiences with community led practices. However, I do not want to suggest that these values will or should be automatically adopted. Ultimately, the community must shape values. They cannot simply be transported from another location or experience. Each community in their own way must determine what their values are. Despite this, we find these common themes in most communities seeking to establish a process of community justice. The following values are evident in the *process* of resolving community conflict: inclusivity, continuity, and pragmatic hope.

INCLUSIVITY

In order for the process to be inclusive, it must be voluntary. This is a recognition that each individual, no matter the deeds, has worth and, therefore, should be given the opportunity to be involved on a voluntary basis. Only when insufficient participation occurs does the legal system need to take over. Twila

Hugley Earle, community justice consultant from Austin, Texas, once said something that I never forgot: "The spiritual strength of a community is inversely related to its reliance on government coercion to create freedom, safety, and order." We are seeking under community justice to free up and strengthen this spirituality. Therefore, justice must

- be accessible to all affected,
- be consensual.
- involve active listening,
- be marked by honesty and integrity,
- be user friendly and understandable, and
- bring about respect for each other and our differences (i.e., upholds one's dignity and is culturally sensitive).

An example of a community justice initiative that failed to be properly inclusive occurred in an urban area where a neighborhood group was attempting to discourage prostitution and drug trafficking. Upon observing a car driving around the neighborhood repeatedly, the neighborhood volunteers sent a letter to the man whose car was identified. The letter instructed the man that he was observed with a prostitute on the street corner and that he should not return unless he wanted to be reported to law enforcement for loitering. However, his wife intercepted the letter and shortly thereafter divorced him. Later, it was discovered that the man was mistakenly identified. In reviewing the value of inclusivity, one might ask:

- Was his participation voluntary?
- Was the decision to send the letter consensual?
- Were all the affected parties listened to?
- Did the letter uphold the parties' dignity?

CONTINUITY

Continuity includes the concepts of

- fairness and equality, (i.e., justice for all and not just a few),
- consistency between means and ends, and
- local norms held accountable to universal norms (i.e., consistency).

Here again, in Dakota County,
Minnesota our profession
experienced another
community justice
initiative that
had gone
awry.

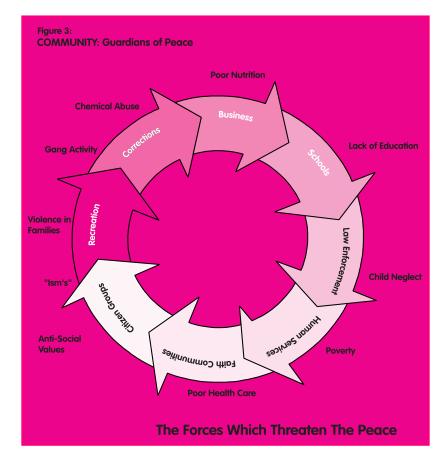
In our neighborhood, a number of citizen patrols were organized and trained. However, they targeted a particular nationality they deemed to be problematic to the community and, in some cases, distributed their own form of justice on the streets without a trial. Clearly, a majority ganging up on a minority is inconsistent with universal norms and is an example of a community operating on one set of values for part of the community.

PRAGMATIC HOPE

The value of pragmatic hope includes the concepts of

- bringing closure and shared ownership,
- · building understanding and empathy,
- providing an opportunity for reintegration, and removal of stigma;
 and
- being timely.

An example of the absence of the value of being future oriented can be found in an urban community, which organized itself to address local crime issues. In an attempt to generate interest in members attending a justice meeting, organizers distributed a flyer to the neighborhood. The flyer sought volunteers to become involved in community conferencing with the participation of victims and offender. It was entitled "It's payback time." Compare this community response to a flyer that says "welcome back" or another that emphasizes community safety through offender accountability within a support network. Is payback time pragmatic? Does it offer hope for all involved? Or does it simply declare another war, which produces more pain and victims in the end?



END PRODUCT

Many of us are discovering that paying close attention to the process of community justice is more important than the product. If the process is respectful and inclusive, honest and fair, pragmatic and timely, then the product will naturally be satisfactory. The product will be accepted and owned by the involved parties. On the other hand, one way to test how well the values guided the process is to examine the end product.

The values of inclusivity, continuity, and pragmatic hope are evident if the end product answered these questions affirmatively. Did the process:

- Hold the offending party(ies) accountable? Did it denunciate unacceptable behavior and not the person? Did it support prosocial values?
- Change behavior and perceptions? Did learning occur?
- Help bring some closure by allowing for the possibility of victim support, the removal of stigma for the offender, and earned redemption?
- Uphold dignity of all involved? Was it honorable? Did it build up instead of tear down?
- Promote individual and collective responsibility and interdependence?
- Increase energy and motivation?
- Improve community safety?
- Increase connectedness among participants?
- Reinforce norms and rewards for abiding by norms?
- Repair, promote healing, restore self worth?

We have seen initiatives in the name of community justice become an excuse for vengeance, whether that be in the form of intimidation

and removal of sex offenders through community notification laws, editorials in the newspaper stating that the most restorative process we could implement is forcing inmates on death row to give up their organs, or intrusive measures in the name of public safety such as aggressive searches, gun sweeps, and DUI roadside checks.

Although the community must ultimately determine these values, government has a critical role to play. One of the functions is to ensure that community values fit constitutional values of free speech, right to liberty, etc. (i.e., universal norms). Government should provide guidance but not dictate. Secondly, if there is no consensus, or if individuals do not voluntarily participate, there must be a fall back position. The legal authority must uphold that of the larger community.

Finally, government has the capability to assist community members in organizing and addressing issues. As in family treatment, we need to understand that in order for a community to heal itself or gain strength, the therapist holds the space. As public officials, we can help the community by holding the space.

CONCLUSION

Community justice is not without challenges. Dr. Sampson, from the University of Chicago, and two of his colleagues, have completed research demonstrating that disadvantaged communities are marked by an inability to exert social control and fulfill collective objectives. The strongest communities exist where the mutual dependence is the highest.

Many of our communities lack shared values and have a culture where it's every person for himself or herself. The ability to exercise mutual accountability and support is greatly hindered in this type of environment. We have a lot of work to do.

Despite these obstacles yet to be scaled, there is new growth emerging in our field, which is lending great promise. In Figure 4, I offer an allegory to illustrate our evolution toward community led justice.

As a profession, we have looked within ourselves and have shown that we are willing to walk this path. We must now be ready to help guide discussions of shared values so that these community justice processes accomplish harmonious communities for all involved. We are experiencing the unfolding of a drama. A drama that can end with stronger, more involved communities, or with damaged relationships. My observation is that we are witnessing more the former than the latter. But, we must be thoughtful on how these processes are being used to ensure we get the results we are looking for.

There are individuals who are cynical or skeptical of these community justice initiatives, who describe them as a disguised form of vigilantism. As critics they offer us good advice on how to fill the cracks and correct any defects. They must not be silenced but encouraged to voice their concerns so we may learn from them. Despite its potential pitfalls, I believe we are entering a pivotal time in our history as a profession. Are we willing to share power? More importantly, are you willing to initiate the sharing of your power? Your key?

In the movie, "Apollo 13", there is a scene where two high level NASA officials are talking about all of the problems with the flight and that the unit may very well crash upon reentry, making it the worst moment in NASA's history. In response, the director of flight Operations turns to them and says, "With all due respect, sir, I believe this will be our finest hour."

I, too, believe this may be our finest hour and not a misguided minute.

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versity of Hawaii Press.

Mark Carey is the Director of the Dakota County Community Corrections in Hastings, Minnesota.

FIGURE 4:

A SEASON OF RENEWAL

The tree stood firmly. She was a majestic sight. Tall, thick, expansive and lush with greenery. Daily the tree would drink deeply from the sun's nourishing nectar. She was happy and it was evident to all who passed under her protective shadow. The birds chirped their appreciation; the moon was glowing with admiration. The tree's trunk was solid and supported a massive weight.

She was nearly 50 rings old when the winter of discontent visited her. It was a burdensome season. The Windmaster blew hard, unleashing a flurry of icy jabs. But, the Tree stood firm and weathered the challenge. The tree spent that spring in recuperation. Tired, but resolved, the Tree appeared unnerved by the trying event. By summer she was singing her usual favorite tune. And the birds chirped their appreciation; the moon glowed with admiration.

Alas, the Windmaster returned as expected. But the force of his return was unexpected. It began early. Indeed, the storm clouds had gathered yet in the early days of autumn. It was a portent of things to come. The lightening clapped. The thunder shrieked. A rising cacophony illuminated the fury of what was yet to come. First came the ice storm, a rush of cold daggers that pierced her trunk. She hunched over, shivering. Even the unfallen coat of leaves, which stubbornly hung on, could not retain her warmth. Her sap stiffened and yielded no assistance in such wrath.

Then the heavy blankets of snow fell like a shroud. Sticking firmly to the crystallized appendages, the snow heaved its wet weight upon her slumped figure.

The Windmaster looked upon her with puzzlement. "Stand up," he insisted. "You have great responsibilities. Your oxygen supports the life that teems around you. Others depend on your strength for breath and shelter." The tree creaked as she spoke, "I will be all right. It's just that the burden of winter has taken my vigor. Surely, the summer substance will restore me." And the Wind looked on as he expelled the remnants of winter.

The spring and summer seemed to have shortened. The leaves reached less high and the tree sang less. The seasons pressed on, as they inevitably must do.

Once again, the winter was harsh. And the tree creaked and swayed more. And the Windmaster looked on more closely and with more sympathy. But, alas, the lightening clapped and the thunder shrieked and Windmaster gushed forth. It was no use to resist. And the Windmaster quit reminding the tree of her obligations.

Two more wintry seasons passed by, and the time of renewal once again shed its sunlight. One of the tree's two major bough's now hung at an angle, to the ground. She no longer appeared stately. The birds no longer chirped in her safe haven. The moon turned its back and looked elsewhere to beam her admiration.

Protruding from the tree's base appeared a startling discovery. Unnoticed before now, it reached upward to mid-trunk. A sapling. Energetic, ambitious, with unabashed enthusiasm, it sprung forth without fanfare from the roots of its mother. It was smiling, and humming a nursery rhyme. The tree looked upon the youngster with pride. The moon glanced over its shoulder and winked. Perhaps this will be a season of renewal after all.

Mark Carey, August 30, 1998

School-Based Phobailion

The
Successful
Partnership
Between
Education
and Juvenile
Probation

Foreward

ne of the most formidable tasks facing the juvenile court in our society today is the responsibility to rehabilitate troubled delinquent youth in the community so they can become productive law abiding citizens. Studies have found that the youth of today are much more criminally sophisticated, dangerous and emotionally unstable than years ago. Many have complete disregard for education and family values. This is due largely to youth being raised in environments where drug abuse, inadequate parenting and poverty are prevalent. Their primary role models are the criminals on the street who promote success by dealing drugs or stealing.

In the summer of 1990, representatives of the Lehigh County Juvenile Probation Department and the Allentown School District met to discuss methods to improve communication and better handle problematic juvenile probationers enrolled in the Allentown School District. At that time the school district was experiencing an increase in assaultive behavior among the students, drug use and out of school suspensions. Coincidentally, the Lehigh County Juvenile Probation Department was planning to increase community services and contacts in order to be more responsive to the needs of the clients. Through this collaborative process, school-based probation was born.

This program was developed as a means to provide intensive supervision for youth in the school and community, which would hold the youth more accountable for their behavior and stress the importance of education in their lives. The objective of this program was to keep these youth in school and learning so that they would be less likely to get into trouble in the community.

The Lehigh County School-Based Probation Program is located in the city of Allentown, which has approximately 100,000 inhabitants. Lehigh County is the thirteenth largest county in Pennsylvania. Juvenile offenders in Pennsylvania are under the jurisdiction of the county probation departments. The Pennsylvania Juvenile Act sets forth the manner and conditions by which juvenile offenders are dealt with in Pennsylvania. The Pennsylvania Juvenile Court Judges Commission has developed standards to help guide juvenile courts and probation departments in providing supervision and services for youthful offenders. The Allentown School District is the largest school district in the county of Lehigh. Culturally and ethnically there is a very diverse student population.

The Plan

A grant was obtained through the Governor's Drug Free Council in the summer of 1990 to hire two probation officers to work in the four middle schools of the Allentown School District. The middle schools were chosen because of the likelihood to have a greater impact on the younger, more impressionable youth than the older, more sophisticated youth enrolled in the high schools. Two experienced probation officers from the department were chosen for these positions because of their knowledge and experience in the system. Their replacements were hired under the grant, which paid their salary and benefits. The school district provided in-kind services such as an office, desk, phone, etc. for the probation officers to meet with their clients. Initially there was some difficulty securing these services. On occasion, probation officers had to share office space with guidance counselors or assistant principals. However, as time went on these difficulties were worked out and each probation officer was able to obtain a private area to meet with their clients in a confidential setting.

In order to maintain a strong physical presence in the schools, a dual case management plan was put into place. This plan called for the assignment of each student supervised in the program to have two probation officers. The school-based probation officer would supervise the youth while they were in school, insuring that they came to school, participated in class and behaved appropriately. The courthouse probation officer would insure that the juvenile completed all other conditions of probation such as maintaining a curfew, paying restitution, cooperating at home, etc. This plan enabled the probation officer in the school to be more responsive to problems when they occur, as opposed to the past practice of the courthouse probation officer being notified of the situation weeks after it happened and then dealing with it. The school-based probation officers were required to work closely with the school administration, and in time they were considered members of the faculty. While working in the schools they were required to adhere to school district policies and regulations.

Goals Of The Program

When the program was initiated, specific goals were set in order to insure that the juvenile's academic performance improved and adherence to his/her other conditions of probation were achieved.

Reduction In Disciplinary Referrals

By being in the schools the presence of a school-based probation officer helps to bring about a reduction in disciplinary referrals. The probationers know if they violate the school rules, the probation officer will be contacted and in addition to the punishment imposed by the school for infractions, he/she will have to deal with the consequences imposed by the probation officer. The probation officer does not, however, act as a school disciplinarian. The probation officer is there to assist the school officials in imposing punishment for infractions but it is the school's responsibility to determine the appropriate consequence for the misbehavior.

Reduction in detentions/suspensions

The probation officer checks on a routine basis with the teachers, guidance counselors, assistant principals and principals to insure that their clients are behaving appropriately in class, as well as other school activities. If there are problems, the matter is immediately addressed with the student. By the probation officer maintaining this routine interaction with the school personnel, the juvenile realizes he/she needs

to be in compliance with the rules of the school and not demonstrate behavior which can lead to an afterschool detention or out of school suspension. In certain situations a probation officer may sit in class with his/her client in order to maintain order and participation.

Absenteeisn

If the child does not report to school the probation officer will check on the matter to ascertain if it is a legitimate reason. At times, the probation officer will go out to the child's home and physically bring a truant student to the school. If necessary, the probation officer will accompany that student to each of his/her classes to insure the juvenile stays in school.

Positive teacher evaluation/improved grades

During each grading period the child's teacher fills out a teacher observation report concerning the student's behavior in class. If there are problems, the probation officer is readily available to deal with the situation. It is the probation officer's responsibility to insure that the student's behavior is appropriate in all of his/her classes and that the student has learned something by participating in each of his/her classes.

The probation officers will, if necessary, organize homework clubs, study groups or individual tutoring to help students who are having difficulties with their classroom assignments.

Reduction In Delinquency Referrals

In addition to helping a child improve his/her behavior in school, the school-based probation officer also tries to insure that the probationer does not recidivate. The probation officer will encourage the juvenile to get involved in appropriate after school activities as well as checking routinely that they are cooperating at home, abiding by their curfew and staying out of trouble.

Daily Routine Of The School-based Probation Officer

The probation officers in the schools have a variety of responsibilities to deal with problems and insure positive behavior among their clients. These duties go far beyond the traditional responsibilities of a probation officer. Consequently, they register a greater impact because of the expediency and the manner in which they are handled.

This plan enabled the probation officer in the school to be more responsive to problems when they occur, as opposed to the past practice of the courthouse probation officer being notified of the situation weeks after it happened and then dealing with it.

Problem Solving

When problems occur, the probation officer meets with the client to find out the reasons and attempts to resolve the difficulties. If it involves another student, teacher or parent, a joint meeting is scheduled to review the matter. As a result of this program, conflict resolution sessions and self-esteem classes have been formed to help the probationer learn the art of negotiating and compromising so as to handle difficult situations in an appropriate fashion.

Advocacy Role

Many times when one hears the words "probation officer" they associate it with jail, lock up or punishment. Not many associate our advocacy role with the work we do with our clients. The students in this program do, however, regard the probation officer as someone they can go to and talk about problems in their lives. Probation students are advised that if they are having trouble in their classes, they will be excused so they can go to talk to their probation officer.

Student Assistance Programs

In each of the middle and high schools of the Allentown School District, there are teams of specially trained staff that meet to discuss problematic situations of individual students and organize counseling groups for students to participate. The probation officer is a trained member of the Student Assistance Program and can provide information to the team members about community treatment programs for students who are having significant drug and alcohol or emotional problems. If it is determined that a student can benefit from a SAP group the probation officer can also facilitate these groups.

Re-entry Conferences

When a probationer is suspended or returning from a residential juvenile treatment program, a meeting is scheduled with the school officials, family and the probation officer to review the child's case and return to school. Reassignments to other classes or school programs can also be initiated if that is determined appropriate.

Family Involvement

Home contacts and family visits are scheduled as often as is necessary. By working closely with the family members to resolve their problems, often times a student's behavior does improve. The probation officer emphasizes as much as possible, the importance of the family's commitment to the child's education.

Out Of School Suspension Work Program

If a student is suspended from school, he/she is assigned community service for the duration of the suspension thereby doing something constructive with their time rather than destructive. This serves a threefold purpose: 1) it deters a child from getting into future difficulty in school which leads to suspension; 2) provides a service to the community; and 3) the child develops a work ethic and a sense of accomplishment.

Probation Officer/Student/Parent/Teacher Presentations

The probation officer will visit classrooms and present information about the juvenile justice system which dispels the myth that nothing happens when you get into trouble. The students become familiar with the terms of probation, placement in juvenile detention centers or residential treatment programs. The students also witness first hand and on a daily basis the interaction of the school-based probation officers and his/her clients. Many times it has been reported that problematic students have changed their ways because they know, now, the real outcome of being arrested and handled by the juvenile court. On occasion, presentations are scheduled for faculty members/families who are not familiar with the juvenile justice system.

Evaluation Of The Program

The initial grant to develop this program was for three years. In 1993, Chief Probation Officer, Paul Werrell, this author, and Substance Abuse Coordinator of the Allentown School District, Gretchen Saul met with officials from the Pennsylvania Juvenile Court Judges Commission and the Pennsylvania Commission on Crime and Delinquency to discuss further funding arrangements. The following information was presented about the effectiveness of this program in maintaining youth in the community, decreasing suspensions, detentions and absenteeism, and increasing grades.

After reviewing this information, it was determined that the school-based probation program was appropriate for replication and continuation of funding in Pennsylvania. Since that time, forty jurisdictions have developed school-based probation services throughout Pennsylvania. The Lehigh County Program has served as a model statewide and it has increased its presence to all the school districts in Lehigh County. A number of reviews and evaluations have been done since 1993, which have determined that school-based probation can have a more positive effect on a juvenile's academic and community behavior than other forms of probation.

To date, the Pennsylvania Commission on Crime and Delinquency has allocated approximately \$11 million for the expansion of school-

1990 - 1991 1991 - 1992

Total Youth Referred 91 103

Residential Placements 17 (19%) 7 (7%)

Community Supervision 74 (81%) 96 (93%)

Detentions/Suspensions - 4% - 11%

Absenteeisn - 15% - 78%

Grades + 4% + 25%

based probation services in Pennsylvania. Some jurisdictions provide a dual case management system where the probation officer is responsible for all school-based monitoring while a court-based officer handles the work associated with the other conditions of probation. Counties who have implemented the dual case model have found it to provide more supervision for

youth in the schools as well as providing more accessibility and involvement of probation officers in school activities.

In a single case management system, the school-based officer is responsible for all aspects of the case. Counties that have implemented this model have found it to maintain consistency by having one person responsible to supervise the youth's case. However, care should be given to limiting the maximum number of cases assigned to the school-based probation officer. The recommended level for case management is no more than 30, to allow the school-based officers to provide close contact with his/her clients as well as participating in school activities such as student assistance programs.

An in depth evaluation was conducted concerning this program through a grant obtained from the Pennsylvania Commission on Crime and Delinquency in January of 1996 by Dr. David Metzger, Ph.D. from the University of Pennsylvania. Dr. Metzger was the principle investigator. This author as well as Marshal Davis, the Chief Probation Officer in Wyoming County, Pennsylvania, served as consultants for this project. Data was collected from all counties operating school-based probation concerning recidivism, grades and behavior. In addition, interviews were conducted with school personnel, students and probation officers to obtain their perception concerning the effectiveness of this program. A case study was undertaken for students assigned to school-based probation and those under other forms of probation. These students were picked randomly from three counties that provided school-based probation services. The executive summary of the evaluation shows the following:

- Cases assigned to school-based probation are demographically very similar to those assigned to more traditional forms of supervision.
 School-based probation cases were younger and somewhat more likely to be female. There were no differences in the racial distribution between school-based probation and non school-based probation cases.
- The types of index charges of the school-based probation cases do not differ from those cases assigned to other forms of probation supervision.
- Among school-based probation officers, the medium percent of time spent in the school environment was 70 percent. There was a significant association between the amount of time spent in the school environment and the amount of direct case contact.
- School-based probation officers, school personnel and school-based probation clients have high regard for the program and feel that it is effective in increasing school attendance, academic performance and improving behavior in and out of the school environment.
- While the majority of school-based probation officers viewed their role as insuring the delivery of needed services to their assigned cases, they perceive others to view their primary role as law enforcement for the student body.
- The Case Control Study found that school-based probation cases had significantly more time in the community without criminal charges and placements.
- School-based probation cases were significantly less likely to be charged with serious new crimes. Consistent with close supervision school-based probation cases were significantly more likely to be charged with probation violations and status offenses.

 School-based probation cases had significantly fewer days in placement. Placement cost savings are projected to average \$6,665 for every case assigned to school-based probation. The initial findings of this evaluation seemed to indicate positive outcomes associated with school-based probation services.

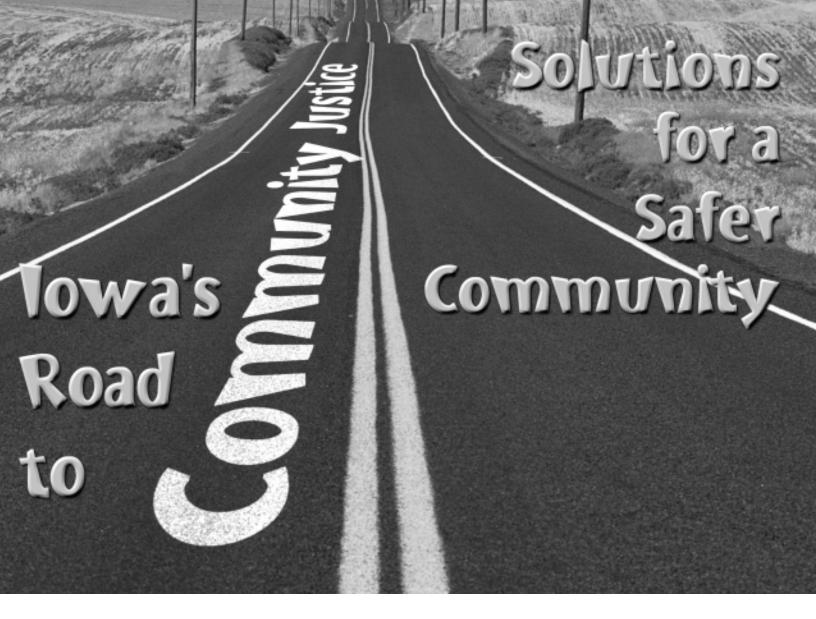
Sunnary

The school-based probation programs in Pennsylvania are successful due largely to the commitment of the probation officers assigned to this program. During the evaluation process the consultants met with many probation officers across the state and observed and heard about their work with their clients. It was not unusual for probation officers to take youth on their own time to museums or sporting events. Probation officers have met with students in the early morning hours before school to help them with their homework assignments. Tutoring and counseling services have been arranged in the schools as a result of the school-based probation officers being there. Probation officers coach basketball, baseball and football. The juveniles referred to this program are seeing probation officers in a different light. They understand that they need to be held accountable for their behavior but also understand that if there is a problem in their lives they can go to their probation officer in the school and talk about the situation.

This program demonstrates that by joining forces with the schools, the Juvenile Justice System can be more effective in helping troubled youthful offenders become law abiding and productive members of society.

Andrew J. DeAngelo, M.S. is the Deputy Chief Probation Officer of County of Lehigh, Juvenile Probation Department in Pennsylvania.





he State of Iowa has the nation's first, and perhaps most unique, community based corrections system. Established by Section 905 of the Iowa Code in 1977, Iowa's community based system actually was operational many years prior. In Iowa the community bases system has responsibility for all pretrial, pre-sentence, probation, parole, and pre and post institutional residential facilities. There are over 7000 offenders in Iowa prison and over 22,000 in the community-based system.

The community based corrections districts are established within the state's eight judicial districts. The CBC districts are not under the purview of the courts or the State Department of Corrections however, they are governed by a citizen board of directors. Each Judicial District Department of Correctional Services has a good deal of autonomy with funding and administrative oversight coming from the State. Most of the funding comes from the state legislature and the Department of Corrections provides oversight, liaison and coordination. The District Directors are hired by the citizen boards and serve at their pleasure.

Often viewed as very innovative by the rest of the nation, Iowa's Community Based System must rely on open communication and cooperation amongst the districts to further program development. Such has been the case when Iowa's community based officials chose to explore

and define Community Justice in Iowa. Many of the eight Judicial Districts had started some form of restorative or community justice activity but really had not really defined either concept very well.

Under Linda Murken's leadership in the Second District a cooperative effort between the Mason City field office and the Mason City Police Department has developed and would remind one of a rural version of Boston's Operation Night Light. The Second District also has been working with the Center for Creative Justice in the development of restorative justice programs.

In the Waterloo area under the leadership of Mike Havenstrite mentoring, victim-offender mediation, and youthful offender programs have been implemented. Most impressive in the First District is the programming to work with and support neighborhoods combating drug and crime, educate youth with "straight talk," and organize neighborhoods on the state level to impact future legislation.

Linn Hall, the Director of the Third District in Sioux City has joined a community collaboration the includes police, courts, schools, and non-profits to work outside the box in developing new strategies to deal with youthful offenders. In the Eighth District Curt Campbell has started a very proactive program of providing prevention seminars in high schools for date rape and batterers education programs. Des Moines

and Council Bluffs have developed specialized warrant teams to work with law enforcement.

In the Sixth District of Iowa even more interesting things are occurring. In 1992 the Board of Directors created a private, non-profit bootstrap foundation called the Community Corrections Improvement Association to develop and operate proactive and preventative programs. This has included the development and funding of neighborhood organizations and the development on ongoing support of a six year Youth Leadership Program for at-risk youth between fifth and twelfth grades.

CCIA also secured Americorps and VISTA grants to begin working on restorative and community justice programs and prior to 1997 developed victim-offender mediation, victim empathy, and victim impact panels. Meanwhile the Sixth District was engaging in collaborations with other criminal justice agencies and neighborhood organizations to develop programs that impact upon drug trafficking, criminal gangs, and violent crime in the Cedar Rapids and Iowa City areas.

In the spring of 1997 the Community Corrections Improvement Association Board of Directors commissioned a panel of state and national leaders with "the challenge to gather information from across the State of Iowa as to how the criminal justice operates to enhance community justice philosophies, and to prepare a report and recommendations to be released to the public and be forwarded to the Governor and the Iowa Legislature. As Part of the mission CCIA wanted to define:

- what community justice meant in relation to community corrections, community policing, restorative justice, community mobilization, capacity building, neighborhood partnerships and collaboration, etc.
- it also wanted to explore and research what was going on across the country in reference to community justice and/or restorative justice concepts or programs.
- what lowans knew and understood about community justice and restorative justice concepts, what lowans understood (versus perceived) about crime trends and sentencing in Iowa, upon what criteria that public policy pertaining to crime was made, and if current policies contributed to the overall wellness and safety of Iowa's communities.

CCIA also wanted to define community justice and looked to nationally recognized leaders for further clarification. Community Justice is defined by many national leaders (such as Eduardo Barajas of the National Institute of Corrections, Dr. Mario Paparozzi, Commissioner of Corrections for New Jersey, Norm Helber the Probation Director in Phoenix, and Peter Kinzinger the Executive Director of ICCA) as a grassroots, community oriented approach to provide safety and wellness to the community by engaging in many different community initiatives. These initiatives operate in a sphere rather than on a continuum. First, it included community corrections, community policing, and community mobilization working together. Second, it is based on restorative justice principles incorporated into the criminal justice system. Third, it applies "what works" research in the treatment and rehabilitation of offenders. These initiatives must work in unison as they operated in the same common sphere. There seems to be some agreement at a national level that "restorative justice principles operate within a community justice system" as was recently articulated by Vern Fogg of Colorado.

Strategies

Several strategies were developed to seek answers to the questions, which CCIA had articulated:

1) The Community Corrections Improvement Association commissioned a panel of state and national experts to tour the State of Iowa and conduct public hearings to initiate dialogue and obtain feedback from Iowa constituents.

The Commission members included each of the state's District Directors when in their respective districts and the following members:

Gerald R. Hinzman,Registered Agent for CCIA and District Director
Sixth Judicial District Department of Correctional Services.

Eduardo Barajas, Jr., Correctional Program Specialist National Institute of Corrections.

Jeanette Bucklew,Deputy Director of the Division of Community Services
Iowa Department of Corrections.

Nancy Evans, Public Safety Commissioner City of Cedar Rapids, Iowa.

Norman Helber, Chief Probation Officer Adult Probation Department of Maricopa County, AZ.

Walter "Kip" Kautzsky, Director of the Iowa Department of Corrections.

Peter Kinziger, Executive Director International Community Corrections Association.

> **Don Nickerson,** United States Attorney Northern District of Iowa.

Dr. Mario Paparozzi,President of the American Probation and Parole Association
Assistant Commissioner for the Division of Parole and Community
Programming in New Jersey.

The Commission on Community Justice traveled across Iowa by bus (and found some of the nation's hidden culinary treasures enroute) and conducted live public hearings at five sites, with simultaneous outreach to eleven other communities via the Iowa Communications Network. A total of sixteen major population centers participated.

- 2) An overview on the Community Justice Task Force activities was provided in the form of a workshop at the Safer Communities-Brighter Futures conference hosted by the Governor's Alliance on Substance Abuse in August,1997. The Doble survey (see below) was also used at the conference.
- 3) An exit survey was developed by Doble and Associates, Inc. of New Jersey in consultation with the Community Corrections Improvement Association and staff of the Sixth Judicial District Department of Correctional Services. The survey was funded by the ECI SAFE Coalition based in Cedar Rapids, Iowa; the Governor's Alliance on Substance Abuse; and the Community Corrections Improvement Association. The exit survey was given to all participants at the public hearings and the GASA conference on Safer Communities Brighter Futures to voluntarily complete.

Figure 1: Task Force Activity Chart

| Tuitiatives | Enabling Partnership | Mission | Goals and Strategies (i.e. time lines, training or technical assistance, development, public relations, etc. | Outcomes |
|--|--|---------|---|---|
| Community Corrections Improvement Association | Art of Incorp. & IRS status Meets Quarterly | Yes | Deliver proactive & preventive programs. Support community mobilization & capacity building. Created a statewide Commission on Community Justice to provide information and obtain feedback on issues in Iowa | Youth Leadership Program, NEIGHBORs, Batterers, Education Program, WINGS, Americorps, VISTA Community Justice Public Hearings in 16 of Iowa's largest communities. Received grants to have Doble Assc develop an exit survey to capture public knowledge or beliefs about criminal and community justice issues. Received TA from NIC to sponsor a Community Justice Workshop at KCC. |
| Law Enforcement Partnerships | Chapter 28E of Iowa Code Meets monthly | Yes | Partnerships and collaborations to enhance public safety. To develop community policing-community corrections neighborhood based operations. To design integrated data information and GIS systems. | Metro Task Force & joint staffings. Information and data sharing. "Corrections Officers" reserve force being created within Cedar Rapids Police Reserve. |
| Family Partners, Inc. | Art of Incorp Meets monthly | Yes | To develop holistic family based services keying of adult offender. | "Partners in Accountability" |
| Intermediate Sanctions Group | Legislative Action Meets monthly | Yes | Review existing practices and design an approach for systemic improvements | |
| Community Justice Task Force | ACTS Meets bi-weekly | Yes | To practice restorative justice principles within a community justice framework by; 1. developing community policing-community corrections neighborhood or place-based operations to enhance public safety. 2. Developing a comprehensive restorative justice program. 3. Applying the learnings of systems research in the treatment and rehabilitation of offenders. 4. Returning offenders to prosocial environments. 5. Providing public information. | Technical Assistance Workshop sponsored by the Office for Victims of Crime. |
| Work Force Development Task Force | ACTS meets bi-monthly | Yes | Develop mentoring programs for offenders Develop work force development/education continums. | Technical Assistance Workshop sponsored by NIC on job development. |
| Client Services Task Force | ACTS meets bi-monthly | Yes | Development of comprehensive treatment programs for offenders. | Created DCS Client Services Unit. Evolving collaborations between corrections, treatment, mental health, and education agencies. Technical Assistance Workshop by managed care provider to build on above collaborations and partnerships. |
| Victim Advisory Board | | Yes | Development of Victim Programs | Victim-Offender Mediation Program Victim Awareness Education Program Victim Impact Panels |

- 4) With technical assistance and funding from the National Institute of Corrections, and support from the Cedar Rapids Police Department and Sixth Judicial District Department of Correctional Services, the Community Corrections Improvement Association also sponsored a one day workshop in Cedar Rapids on the topic of Community/Restorative Justice. The workshop was conducted at Kirkwood Community College in August and open to private citizens and professionals from across the state. Presentation teams from Spokane, Washington; Phoenix (Maricopa County), Arizona; Knoxville, Tennessee; and Madison, Wisconsin explained initiatives in their respective communities that related to community corrections, community policing, and neighborhood based programs centered upon community justice principles.
- 5) In September, 1997 the City of Cedar Rapids, the United States Attorney's Office for the Northern District of Iowa, Community Corrections Improvement Association, and the Sixth Judicial District Department of Correctional Services sponsored a five member team to attend the Regional Restorative Justice Symposium sponsored by the Federal Government in Milwaukee, Wisconsin. The team included the Director of Four Oaks (a non-profit youth and family centered agency), the Coordinator of the NEIGHBORs Coalition of Cedar Rapids, the Commissioner of Public Safety for the City of Cedar Rapids, the United States Attorney for the Northern District of Iowa, and the Director of the Sixth Judicial District Department of Correctional Services. Another team from Story County, Iowa attended this symposium.
- 6) In August, several individuals from the community attended community and restorative justice workshops at a national conference of the American Probation and Parole Association in Boston, Massachusetts. In October, 1997 several staff attended the International Community Corrections Association Annual Conference in Cleveland, Ohio. Staff not only attended, but were also asked to present workshops pertaining to community justice.

7) Research

The results of all these strategies have positioned the CCIA to gain greater understanding of the issues at hand. The final Community Justice Report provided a summary of the community justice activities, the notes and observations of the individual commission members, a summary of the findings and observations of the Commssion as gleaned from the public hearings, the results of the Doble Exit Survey, and a collection of professional readings on the topics of Community Justice, Restorative Justice, and Community Corrections/Community Policing collaboratives. The report also offered specific recommendations for lowans to create safer communities now and for the future.

Summary of Findings

What did lowans think about crime or how the system works to control crime? What did lowans think should be done to control crime? Are public policies based on fact or myth? The commission searched for answers through dialogue with the public, citizen, surveys, and completed research to come to the following conclusions.

Crime is believed to be increasing when it has really been decreasing for several years. In fact, crime statistics will show that the crime rate started declining prior to the time most of the legislation was passed to enhance criminal penalties. The critical understanding of this misperception is two fold. First, citizens are fearful of increasing crime; when it is in fact decreasing. Secondly, while building new prisons may

have been necessary, their physical presence on the landscape is <u>not</u> the reason crime has been reduced. In fact Doble's research found the vast majority polled feared that offenders coming out of prison are more dangerous at the time of release. When the "man on the street" has a chance to deliberate and consider these important issues their opinions on crime and punishment change as they obtain more information and realize that there are not any quick fix solutions.

Iowans wanted offenders punished for their crimes. However, many lowans defined punishment to include making the offender accountable, paying back the victim, and doing community service, as more punishment than being locked up with other criminals. One citizen suggested that the best punishment is to make them be taxpayers like the rest of us.

Iowans favored sentencing options that would change the behavior of offenders and provide for restorative justice concepts that focused on making the victim and the community well again. Some innovative concepts advanced were "wrap around services" (that deal with all issues at hand rather than just punishing the offender) and the split sentencing concept. Iowa does not currently use either concept.

Iowans also expressed frustration with not being able to access state and federal funding streams for locally developed prevention and intervention programs. Most lowans would prefer more local control when making decisions about local programs.

Iowans showed strong support for community corrections and further expressed strong support for local control. Doble's research found this support uncharacteristic from other parts of the nation. This may be due to Iowa's nationally recognized community-based corrections system. It would make sense to build on Iowa's well-respected community-based correction system.

Iowans showed strong support for restorative and community justice programs. There needs to be leadership to develop model programs in Iowa. Many national leaders believe Iowa has the potential to lead the nation in this movement.

Iowans felt strongly that there needed to be more collaboration between components of the criminal justice systems (i.e. Intermediate Sanctions Task Force or Community Crime and Prevention Councils). They also wanted to see more involvement form the business and faith communities.

Where Do We Go From Here?

Since the time that the Community Corrections Improvement Association's "Final Report; Commission on Community Justice" has been published many programs are under way in the State's Community Corrections Districts. It seems that all the Directors believe in the power of restorative or community justice in some manner.

- In Iowa's Sixth District much work has been done with the community to provide greater understanding of these practices. The Sixth District views "Community Justice" as:
- The collaboration of law enforcement, corrections, and the community in providing "place-based" neighborhood enforcement and supervision strategies.
- The development and implementation of Restorative Justice Programs.
- The application of the "What Works" literature developed by many of our esteemed colleagues to ensure the greatest possible success rates for offenders under supervision.

- Allowing the community to have ownership in the justice system as opposed to doing justice " to the community" or "for the community."
- The development of proactive and preventative programming as a means to impact on "potential future populations."

The Sixth District is in the process of developing strategies for accomplishing these goals and objectives as the following chart tracking various task force activities represents. It should be noted that there is strong emphasis on creating long-term and long lasting partnering relations for ongoing collaborations. In each case the District attempts to gain a written agreement by creating a non-profit umbrella, a contact for sharing services, or authority granted under the Iowa Code for creating advisory boards or multi-agency collaborations. These long-term commitments provide the cement for long-term relationships and allay fears of everything going up in smoke on a whim.

The Sixth District has also tried to create an atmosphere of trust where the community and the agency are comfortable working through this shift in doing business. In order for that trust development the entire community (agency included) must develop a much greater level of maturity. Maturity level is defined as the capacity and willingness of the group to attain achievable goals defined in an action plan. That is;

- the extent in which the group works together to complete goals and objectives outlined in an action plan.
- the extent in which the group engages in open communications with its members to establish trust and ongoing relationships.

 the willingness and obligation of each group participating to take responsibility by assisting in the process of goal setting and development of an action plan.

In order to assist the entire community to reach that capacity level the Sixth District has received technical assistance from various providers to attain a greater level to maturity. Figure 2 below graphically illustrates this:

At the conclusion of this work the Sixth District will be positioned to continue the cycle of networking, harmonizing, collaboration, and performing that are necessary steps to growth in the maturity level. Much of the work actually occurs during the technical assistance when all members of the community are learning and working together. As we work in the community we learn to practice "Reciprocal Forbearance." That is defined as the art of inclusiveness; recognizing and tolerating differences; the desire and ability to get along and understand other's viewpoints; it is being able to compromise and allow others their day; it is using the power of differences to build capacity and broaden horizons.

The road to community justice in Iowa continues as community corrections across the state provides the "solutions for a safer community. The highly regarded community-based system in Iowa will continue to lead the way by providing safer, smarter, and more realistic options for the Iowa legislature to consider when making critical decisions about the future on Iowa and public safety. \square

Gary Hinzman is the Registered Agent for CCIA and District Director for the Sixth Judicial District Department of Correctional Services.

Figure 2: Technical Assistance Projects

| Workshop Title Technical Assistance | | Technical Assistance Presenters(s) | Purpose of Technical Assistance |
|---|-------|---|---|
| Best Practices in Community NIC & CCIA Justice | | Representatives of Spokane, Madison, Knoxville and Phoenix | To demonstrate how law enforcement, corrections and community patnerships can work. |
| Offender Employment Training Workshop March, 1998 | kshop | | Demonstrate best practices for offender training and employment and to build community collaborations. |
| Enhancing Partnerships for Restorative Justice April, 1998 | | Anne Seymour | Overview RJ values & practices & increase knowledge of & sensitivity to crime victims' rights & needs. |
| Transforming the Agency APPA May, 1998 | | Mark Carey | To provide management and line staff essentials insights on "how to" move the agency to restorative/community practices |
| Co-occurring Mental Illness & U of Iowa Addiction Technology Substance Abuse in Offenders June, 1998 U of Iowa Addiction Technology Transfer Center & IMSACP | | Virginia Spiegel & Preston Daniels | How to overcome barriers to success collaboration between Substance Abuse, Mental Health, & Corrections w/ offenders with dual disorders. |

CALENDAR OF EVENTS

1999-2000

| April 10-15 | National Center for Women & Policing Fourth Annual Conference, "Police Leadership for the 21st Century: Women Achieving Equality," Grenelefe Golf & Tennis Resort, Orlando, FL. Contact (323) | June 1-4 Florida | Association of Community Corrections Annual Conference, Saddlebrook Resort, Tampa, FL. Contact David McGriff at (305) 649-8422 ext. 3109. |
|-----------------------------|--|----------------------|---|
| April 14-16 | 651-2532. Illinois Probation and Court Services Association Annual Spring Conference, Crowne Plaza, Springfield, IL. Contact Linda Weakley at (217) | June 3-4 1999 | National Association of Drug Court Professionals 5 th Annual Training Conference, Fontainebleau Hotel, Miami Beach, FL. Contact Price Daniel Communications at (877)NADCP99. |
| April 15-17 | 523-9840. National Association of Sentencing Advocates 7 th Annual Conference, "Sentencing in the Spirit of Justice," Sheraton Biscayne Bay Hotel, Miami, FL. Contact (202) 628-0871. | July 18-22 | National Association of Blacks in Criminal Justice 1999 National Conference and Training Institute, Adams Mark Hotel, Dallas, TX. For more information visit the web site at http:// www.nabcj.org/99conf.htm |
| April 19-21 | American Probation and Parole Association Training Seminar, "Drug Testing in the Juvenile Justice System: Identifying Another Piece of the | Aug. 8-12 | American Correctional Association 129 th Congress of Correction, Denver, CO. Contact (800) 222-5646. |
| | Puzzle," Hilton Hotel, Albuquerque, NM. Registration deadline March 25, 1999. Contact Susy Esquivel at (606) 244-8197. | Aug. 22-25 | American Probation and Parole Association 24th Annual Training Institute, New York, N.Y. Contact Krista Chappell at (606) 244-8204. |
| April 25-28 | Correctional Education Association Region 8 CEA Conference, Ramada Resort Hotel, Atlanta, GA. Contact Dr. Alice Clay at (770) 528-4247. | Sept. 15-17 | Volunteers in Prevention, Probation and Prisons, Inc. Compact Two-Day Training with Focused Educational Opportunities, The Radisson Hotel |
| Inc. Compact Two-Day Traini | Volunteers in Prevention, Probation and Prisons, Inc. Compact Two-Day Training with Focused | | City Centre, Indianapolis, IN. Contact (313) 964 1110. |
| M 15 17 | Educational Opportunities, Holiday Inn Select, Phoenix, AZ. Contact (313) 964-1110. | Sept. 24-25 | The Institute on Criminal Justice's Semiannual Workshop, "Delinquents Under Age 10." Contact |
| May 15-17 | Kansas Correctional Association Annual Spring Conference, Holiday Inn Convention Center, Salina, Kansas. Contacts Robert Sanders at (785) 296-4538, Perry Russell at (316) 724-4209 or Stephen Douglas (972) 578-9931. | Oct. 13-15 | (612) 624-1885. Volunteers in Prevention, Probation and Prisons, Inc. Compact Two-Day Training with Focused Educational Opportunities, The Midland Hotel, Chicago, IL. Contact (313) 964-1110. |
| May 17-19 | University of California School of Medicine's 18th | 2000 | |
| | Annual Conference on Child Abuse and Neglect, Radisson Hotel, Sacramento, CA. Contact (916) 734-5390. | Feb. 13-16 | American Probation and Parole Association Winter Training Institute, Opryland Hotel, Nashville, TN. Contact Krista Chappell at (606) |
| May 16-19 | Middle Atlantic States Correctional Association and the Pennsylvania Association on Probation, Parole, and Correction Joint Annual Conference, Hershey Lodge and Convention Center in Hershey, | | 244-8204. |
| | PA. Contact Tom Costa at (215) 686-9422. | To place | your activities in Calendar of Events, |

May 23-27

American Jail Association's 18th Annual Training

Jails@NewFrontiers.com—A Link to the Next

Millennium, Fort Worth, TX. Contact 301-790-

Jail

Expo,

and

Conference

3930.

To place your activities in Calendar of Events,

please submit information to: Susan Meeks

American Probation and Parole Association P.O. Box 11910, Lexington, KY 40578 or fax to (606) 244-8001

Information needs to be received no later than four months prior to event to be included in the calendar.

American Probation and Parole Association c/o The Council of State Governments P.O. Box 11910 Lexington, KY 40578-1910 Nonprofit Organization U.S. Postage PAID Lexington, KY 40578 Permit No. 355