

PERSPECTIVES

the journal of the American Probation and Parole Association

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2000

Broken Windows Probation in the New Millennium

PRESIDENT'S MESSAGE

When I wrote the last message, the 24th Annual Training Institute in New York City, August 22-25, 1999 had really not happened. While I heaped praise on the local hosts, after actually being there, I am not sure I gave it its proper plaudits. Local host chairs, Raul Russi and his New York City Probation Department, Vinnie Iaria, the man with the vision for the conference and Rocco Pozzi, my good friend and past president, pulled off an amazing feat. They ran the largest, most complex, media sought institute in the largest city in this country. These three guys will be the first to say this simply could not have happened without a lot of agencies supporting the Institute and the hundreds of people who served on the conference committee. Memories of Ellis Island, the Marriott Marquis, the awards luncheon, the grab for cash booth and the many line staff who attended, roll around in my head. New York City, you have set the new watermark for an institute. In my opinion, that has been the history of the American Probation and Parole Association – constant improvement. A thank you for the hard work does not express my innermost feelings, but it is as good as I can do in this message.

This brings me to the send point of this message - the 25th Anniversary of one association. Under the able leadership of Dimitria Pope, starting January 1, we will be celebrating the silver anniversary of the Association. There will be some very special things that will be done during this year. We hope the President of the United States will sign a proclamation recognizing the probation and parole officers who work in the trenches. We certainly will be celebrating the anniversary in Phoenix for the 25th Annual Training Institute on July 23-26, 2000. Local hosts, Cherie Townsend and Norm Helber, have been challenged by their New York City friends to outdo their institute. Just some friendly rivalry! We will have some mementos for people to remember the 25th Anniversary. As an association, our goal should be "Changing Silver into Gold."

I hardly can contain myself when I talk about the first meeting of the APPA Executive Committee. To put it succinctly – we came to Lexington, we set goals, we bonded. The six goals that the executive committee will be working on are:

- 1) continue to improve the national image;
- 2) ensure balance within organization on juvenile/adult issues;
- 3) training, especially those issues affecting line staff;
- 3) provide opportunities for specialty groups to network and become more involved in the Association;
- 4) improved communication with the membership/field staff; and
- 5) ensure support for research based, best practices, that can be used to develop standards.

We have established some objectives for these goals that are in the process of being refined. Carl Wicklund, APPA Executive Director, led us in this goal setting exercise. Great job Carl! Someone said, "If you don't know where you are going, it is unlikely you will get there." I am convinced these goals will move the Association forward into Y2K. It is my sense that all these goals fit nicely with the APPA Vision Statement. What do you think? Great job executive committee!

Lastly, it is unlikely I will write a message in the next two years that will not mention the "Reinventing Probation" monograph that was previewed in New York City by the Reinventing Probation Council and which is our cover article for this issue of *Perspectives*. It is now time for the entire field to see this piece and do something about it. As an Association, affiliates, agency, board and individual members should circulate this document as widely as possible. It would also be nice to get a group of stakeholders (law enforcement, prosecution, victims, treatment, defense, clergy, probation, parole, community corrections, etc.) to sit and discuss this publication. Any one interested in funding this endeavor or being involved?

Let me just thank everyone for their kind words and wishes during my presidency. Your support and help will get us through the tough times.



Ray A. Wahl

A stylized, handwritten signature of Ray A. Wahl in dark ink.

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Carl Wicklund Executive Director

Production Staff

Susan Meeks Production Coordinator

John R. Higgins Graphic Designer

Rebecca Bishop Editorial Assistant

Services Directory

General Information (606) 244-8000

General Institute Info. (606) 244-8204

Institute Exhibit Info. (606) 244-8205

Legislative Information (606) 244-8192

Membership Info. (606) 244-8207

Perspectives Advertising (606) 244-8205

Publication Orders (606) 244-8207

Request for Training (606) 244-8211

Communications should be addressed to:

American Probation and Parole Association

c/o The Council of State Governments

P.O. Box 11910, Lexington, KY 40578-1910

Fax: (606) 244-8001, E-mail: appa@csg.org

Website: <http://www.appa-net.org>

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Instructions to authors. *PERSPECTIVES* disseminates information to the American Probation and Parole Association's members on relevant policy and program issues and provides updates on activities of the Association. The membership represents adult and juvenile probation, parole and community corrections agencies throughout the United States and Canada. Articles submitted for publication are screened by an editorial committee and, on occasion, selected reviewers, to determine acceptability based on relevance to the field of criminal justice, clarity of presentation, or research methodology. *PERSPECTIVES* does not reflect unsupported personal opinions. Submissions are encouraged following these procedures:

Articles should be submitted in ASCII format on an IBM-compatible computer disk, along with five hard copies, to Production Coordinator, *PERSPECTIVES* Magazine, P.O. Box 11910, Lexington, KY, 40578-1910, in accordance with the following deadlines:

- Summer 2000 Issue – March 19, 2000
- Winter 2001 Issue – September 21, 2000
- Fall 2000 Issue – June 20, 2000
- Spring 2001 Issue – December 11, 1999

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).

Jackson, D.J. "Electronic Monitoring Devices." *Probation Quarterly* (Spring, 1985): 86-101.

While the editors of *PERSPECTIVES* reserve the right to suggest modifications to any contribution, all authors will be responsible for, and given credit for, final versions of articles selected for publication. Submissions will not be returned to contributors.

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EDITOR'S NOTES

What better time to engage in a fundamental rethinking of the policy and practice of community supervision than on the eve of a new millennium? Our feature article for this edition is the recently released report of the Reinventing Probation Council (RPC), a group of experienced probation administrators from around the country joined by John DiIulio of the University of Pennsylvania. Supported in their work by Private/Public Ventures of Philadelphia and the Manhattan Institute of New York, the RPC spent two years developing a new blueprint for a reinvigorated probation system and this edition includes a summary of their key findings and recommendations.

Perspectives must be a forum for the exchange of provocative ideas and proposals, an intellectual marketplace where the best that is thought and written about parole and probation can find an outlet without regard, necessarily, to the conventional wisdom in our profession. Whether our readers share in the views of the RPC is immaterial if its publication leads to a vigorous discussion of probation's true aims and best practices.

Another important function of the APPA and *Perspectives* is the formulation, discussion, endorsement and eventual publication of position statements on the key community corrections issues of our time. Readers should note that in this edition three position statements—on community justice, prevention and privatization—are released which also are excellent fodder for local discussion, debate and, one hopes, adoption.

The pages of *Perspectives* have fairly recently explored the issue of police-probation partnerships. Harold Wooten offers in this edition a superb example of a second generation, so to speak, model which is noteworthy for its attention to the service and community building side of these partnerships. All too often such alliances with law enforcement are pigeon-holed as one-dimensional, get-tough efforts when the truth is so much more varied and balanced. Wooten's article is a significant contribution to the literature on these partnerships.

The role that restorative justice principles play in community corrections is a subject that will surely have staying power into the next decade and it is also a theme we have explored very recently in these pages. The article co-authored by Toni Spencer, Laura Garnett and Jeff Bidmon provides a useful case study of the creation of local accountability boards in Santa Cruz, California, the reparative goals of which are central to the restorative model. The *Perspectives* Editorial Committee invites our readership to follow their lead in submitting profiles of new and innovative programming in the respective jurisdictions as we find that this type of contribution draws readers' attention. We are all in the business of plagiarizing each other's best ideas!

Finally, our legal editor, Craig Hemmens, offers another article in his outstanding series regarding the conditions of probation and the many legal issues surrounding their imposition. In this edition, he takes up conditions involving education, job training and treatment. We are grateful to Craig for his enormously helpful contributions to our understanding of critical legal issues.

Let us hear from you!



The Editorial Committee has recommended to the leadership of APPA that all issues of *Perspectives* published during the year 2000 devote the majority of its pages to what we will call "Millennial Minutes"—that is, brief pieces from our readership that either look back on key events in the last 100 years of community corrections or look forward to likely developments over the next 100 years. We're looking for both historians and prophets! So climb into the time machine and, upon your return, write us.



Ronald P. Corbett Jr.

Editorial Committee

Ronald P. Corbett Jr.

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

Dan Richard Beto

Director
Correctional Management Institute of Texas
Criminal Justice Center
Sam Houston State University
Huntsville, TX 77341-2296
(409) 294-1675

William Burrell

37 Clivenden Court
Lawrenceville, NJ 0864

Arthur J. Lurigio

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

Faye S. Taxman

Faculty Research Associate
Dept. of Criminology & Criminal Justice
Room 2220, LeFrak Hall
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(301) 405-4781

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website: www.bi.com

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fax: (810) 773-9898
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website: www.housearrest.com

National Curriculum and Training Institute



Gary Bushkin, President
319 East McDowell Road, Suite 200
Phoenix, AZ 85004-1534
(602) 252-3100
fax: (602) 252-4736
email: gbushkin@NCTI.org
website: www.ncti.org

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Laboratory Operations
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fax: (303) 790-9540
email: Karen.Duke@t-netix.com
website: www.t-netix.com

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2404 Park Drive Commerce Park
Harrisburg, PA 17110
(717) 671-8700
fax: (717) 545-2270
website: www.trackingsystemscorp.com

VoiceTrack



John Gallagher
10935 Estate Lane
Suite 100
Dallas, TX 75238
(214) 349-9200
Fax: (214) 340-6431
website: www.voicetrack.com

For more information on corporate membership, please contact:

Susan Meeks, APPA
c/o The Council of State Governments
P.O. Box 11910
Lexington, KY 40578-1910
(606) 244-8205 fax (606) 244-8001
email: smeeks@csg.org

NIC Initiatives for Fiscal Year 2000

As part of the National Institute of Corrections' (NIC) strategic planning process, the Community Corrections Division has formulated its program plan for fiscal year 2000. There are three special emphasis initiatives that focus on familiar divisional themes plus one new initiative.

An often overlooked segment of our corrections components is that of the pre-trial and pre-sentence population. Initial decisions that are made with this population at this stage of the process are crucial because they have systemic and long-term effect. NIC's initiative on "Managing Initial Criminal Justice Decisions" will assist four or five local jurisdictions in designing a coordinated "front-end" criminal justice decision-making process.

Three other community corrections division initiatives are designed to assist agencies and jurisdictions to process, sanction and intervene with offenders in a more rational, effective and purposeful manner.

The initiative on "Transition From Prison to the Community" will assist two states in developing and implementing a coordinated strategy that involves prison programming, release decision-making and community supervision.

The initiative on "Improving Community Sanctions for Women Offenders" will provide technical assistance to up to six corrections agencies interested in improving the effectiveness of community sanctions or programs for women offenders.

The initiative on "Changing Offender Behavior to Promote Public Safety" will examine objective risk classification, factors contributing to criminality, behavioral change strategies and effective offender programming.

For more information regarding these initiatives and other assistance, you may examine NIC's FY 2000 program plan. You may access our information center's web site at www.nicic.org or you may phone them at (800) 877-1461. □

Eduardo Barajas, Jr. is a Correctional Program Specialist with the Community Corrections Division of the National Institute of Corrections in Washington, DC.

BY ED BARAJAS

American Probation and Parole Association



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Corporations with an interest in the field of probation, parole and community corrections are invited to become APPA associate members. Like corporate membership, the goal of associate membership is to engage our corporate friends in association activities and to share information with each other.

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Mitchell Voron
5111 Windward Lane
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Phone: (215) 638-2340
Fax: (215) 638-2340
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2708 US Alternate 19 N. #503
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Fax: (727) 785-3187
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For more information on Associate Membership, please contact:

Susan Meeks
APPA
c/o The Council of State Governments
P.O. Box 11910
Lexington, KY 40578-1910
(606) 244-8205
fax (606) 244-8001
email: smeeks@csg.org

Strategic Monitoring Services

Paula Thompson
P.O. Box 3488
Blaine, WA 98231-3488
Phone: (604) 576-8658
Fax: (604) 576-0436
exec@strategic-tech.com

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From Cell Blocks to Neighborhood Blocks: Revisiting Reentry

Ed Zedlewski touched on 'offender reentry' in the summer edition of *Perspectives*. As the visibility of this issue continues to grow, we wanted to continue the conversation of most offenders' inevitable return from prison to community.

Why Now?

Various sentencing reforms have propelled prison populations from 320,000 inmates in 1980 to roughly 1.2 million in 1998. And while public debate has been focused on this record prison growth, the obvious consequence – record prison releases – has been almost entirely ignored. Some 470,000 individuals will leave state prisons this year, posing public safety risks to the communities to which they return. They will return mainly to urban areas and will return in disproportionate numbers to certain urban neighborhoods.

What Are the Costs?

First, the costs to public safety are high. With parole violators representing about 35 percent of all admissions to state prisons in 1997 (as compared to 18 percent in 1980), we know that this is contributing to the growth in the prison population. According to the Bureau of Justice Statistics (BJS), over 62 percent of prisoners are rearrested for new offenses within three years of release, and 41 percent are reincarcerated.

Further, consider the fact that 22 percent of releasees – over 100,000 offenders annually – are released from prisons without any required supervision due to expiration of terms or commutation. We can expect that many of those who make up this 22 percent will be the toughest, most serious offenders of the lot: Due to offenses that were particularly violent or behavior on the inside that was particularly belligerent, these offenders are more likely to be ineligible for parole release and pre- and post-release programming. So, the irony here is that the most serious offenders are precisely the offenders who are frequently released with little or no supervision.

Second, there are costs to the criminal justice system and community. To fail on parole leads to more incarceration time and significantly

more resources spent on the offender. Moreover, this does not even take into account the costs (financial and otherwise) of the harm done to the individual or community.

There are costs related to missed opportunities and untapped resources as well. The basic demographics of prison populations – males aged 18 to 35 – offers American industry the single largest untapped labor pool in the domestic economy. A comprehensive reentry plan could reduce costs and tap into dormant community resources.

What to Do?

Studies show that intensive supervision alone will not prevent parolees from re-offending. We must rethink the process of reentry and conceptualize a strategy that will frame differently the mix of governmental, private, community and individual responsibilities for the reintegration of offenders into society. Several different approaches are being explored.

Partnerships and Community Services

Corrections agencies working closely with law enforcement officers and other criminal justice agencies at the community level are helping to reduce crime by offenders on parole and probation. However, to develop a comprehensive reentry strategy we need to broaden our perspective by reaching out to other agencies and community-based institutions to better manage the offenders in our midst. Such a comprehensive strategy would include neighborhood-based supervision, long-term housing, mental health services, drug treatment, jobs and education programs. We need to acknowledge that in large measure we are all working with the same population.

Technology Tools

We will become more effective as technologies advance and partnerships and information sharing relationships become a routine way of ensuring enhanced supervision. For example, utilizing technologies such as geographic information systems (GIS),

electronic monitoring and drug testing will enable information to be gathered and processed quickly. Technology, in conjunction with traditional reintegration strategies, presents opportunities for enforcing positive behavior and swift responses for offenders who may stray.

Graduated Sanctions

Many jurisdictions have not yet implemented mechanisms to effectively sanction parolees for violating the terms of their reentry agreement without reinstating the remaining portion of their original sentence. Arguably, this is not a cost-effective way to ensure public safety if effective community supervision mechanisms are possible. Our experience with drug courts shows that moderate, immediate sanctions for infractions of compliance conditions can be an effective tool for modifying offender behaviors without resorting to costly revocation. The use of an array of relatively low-level sanctions that could be swiftly, predictably and universally applied would help create an incentive system that would shape and reinforce positive behavior.

Drug Treatment

Drug treatment that begins in prison and continues on the outside has been demonstrated to reduce crime, reduce drug abuse and underpin the successful return of inmates into society. Research suggests that drug treatment in prison, when combined with post-release treatment, drug testing and a system of graduated sanctions after release, can reduce recidivism by as much as 80 percent. Because 70 percent of prisoners have a

“According to the Bureau of Justice Statistics (BJS), over 62 percent of prisoners are rearrested for new offenses within three years of release, and 41 percent are reincarcerated.”

BY VINCENT TALUCCI AND AMY SOLOMON

history of drug abuse, it might be expected that this regimen of treatment and sanctions would be widespread. But a national survey of inmates shows that only 10 percent participated in prison-based drug treatment in 1997, down from 25 percent in 1991.

Our strategies must simultaneously keep communities safe, minimize returns to prison and maximize contributions to state and local economies. Policy makers must devise strategies that balance surveillance and sanctions against long-term human resource investments.

Where We're Starting

The U.S. Department of Justice's Office of Justice Programs (OJP) is developing strategies for improving the way communities manage and support offenders after release from prison. The approaches being developed offer a continuum of care from time of incarceration and continue throughout the critical months following release. OJP is exploring two major strategies.

Reentry Court Initiative

The reentry court concept draws on the drug court model – using judicial authority to apply graduated sanctions and positive reinforcement and to marshal resources to support the prisoner's reintegration. The goal is to establish a seamless system of offender accountability and support services through the reentry process. Central to all our efforts is developing strategies to do a better job tracking and supervising offenders upon release using a case management approach. In October, we released a "Call for Concept Papers" to solicit innovative approaches to offender reentry utilizing judicial oversight.

Reentry Partnerships Project

The NIJ, Corrections Program Office, Executive Office of Weed and Seed and the Office of Community Oriented Policing Services are working collaboratively on a project designed to strengthen the working relationships among corrections, law enforcement and the community to prepare for and manage the reentry process. In May 1999 state correctional administrators from several sites met with DOJ representatives to discuss reentry challenges and approaches to drawing law enforcement and the community into the process. Site representatives discussed the profiles of returning offenders in their communities, existing reentry efforts, and approaches to building the necessary collaborations to support reentry. Preliminary concept papers have been received from a number of jurisdictions interested in exploring this approach to reentry management. In October 1999, teams from each site participated

in a meeting at OJP to discuss reentry challenges and their proposals.

What's There to Gain?

Effective tools for the community corrections officer. Accountability for offenders. Safety for neighborhoods. Enhanced faith in our justice system. More job-readiness. Better fathers and better role models for our kids.

We need to raise the level of consciousness in this country to the reentry issue and examine

the challenges it poses. With almost 500,000 inmates returning to our neighborhoods each year, can we afford not to? Our communities deserve our commitment to finding a workable, sensible solution to the reentry reality. □

Vincent Talucci is a Social Science Program Specialist and Amy Solomon is a Policy Analyst with the National Institute of Justice in Washington, DC.

Substance Abuse in Community Corrections

The Pure Food and Drug Act of 1906, which prohibited the interstate transportation of adulterated or mislabeled food and drugs, was the beginning of turning people who used mind altering substances into outlaws. In 1914, Congress passed the Harrison Act, which required all people who import, sell, distribute or manufacture cocaine and opiate drugs to register with the Treasury Department. The Marijuana Tax Act of 1937 placed marijuana under the same controls of the Harrison Act. These three pieces of legislation started this country's war on drugs. The politicians of the time believed that addiction was a criminal problem and could be eliminated through harsh punishment and deterrence. A few treatment facilities were opened, addicts were arrested and imprisoned, and new legislation was passed (Inciardi, 1992). The history of criminal justice and drugs recycles itself, just as the substance-abusing criminal is recycled in community corrections.

Currently, there are 5.2 million adults involved in the criminal justice system. More than 3.9 million adults were on probation or parole by the end of 1997. The community corrections populations reported nearly 70 percent using illegal substances in the past, and nearly a third reported use in the month before the current offense (Mumola, 1998). Less than half of these individuals were court ordered to undergo treatment for their substance use. Despite the recent studies that indicate treatment is beneficial to individuals and society, the substance abusing offender has a better chance of being incarcerated and punished than treated. Treatment has never been the main goal of the criminal justice system. Punishment and deterrence have generally been the goal of the criminal justice system.

Recent Trends

Society has long viewed that treating the substance-abusing criminal as soft on crime. This view has contributed to politicians passing more legislation and tougher sentencing guidelines for illegal substances. As the ante

for the nation's war on drugs continued to rise, so did the substance abusing population. The warehousing of addicts and substance abusers in the criminal justice system simply recycled the offender. Almost half of the felony drug offenders placed on probation in 1986 were re-arrested for a new felony within three years (Bureau of Justice Statistics, 1992).

Treatment forced upon the offender through the criminal justice system has shown to be successful. This is of interest because treatment providers have long held the contention that a person cannot be forced into treatment, and they must want treatment on their own before they can recover. The criminal justice system has shown to be an effective tool in influencing individuals with drug problems to commit themselves into treatment. The Treatment Outcome Prospective Study (TOPS) and other studies have found that legal pressure tends to keep people in treatment for longer periods, and that this coercion does not interfere with treatment goals (Bureau of Justice Statistics, 1992).

Illinois passed legislation, 1410 or 710 probation, that targets first time drug offenders. The legislation was an effort to provide the courts with a sentencing alternative for non-violent drug offenses. The incentive for offenders to accept a sentence under this legislation was that after a successful period of probation, the offender could have the case expunged from their record. Recidivism rates for 1410/710 offenders however, have been disappointing. Half of the participants showed a recidivism rate similar to their counterparts in community corrections (Lurigio & Swartz, 1998).

What Works

Despite these disappointing numbers, other programs have had some success in lowering recidivism and recovery rates. In Los Angeles, a nonresidential cocaine treatment program known as Matrix has shown remarkable success. Matrix is an intense program that focuses on helping the individual understand the biological and psychological stages of

cocaine recovery and creates a daily structure that will prevent relapse. The central goal of Matrix is to change the drug abuser's behavior, not to find the root cause of the addiction. Early studies indicate that about 70 percent of the Matrix group succeed in giving up drugs compared to 30 percent of other users (Falco, 1992).

In Brooklyn, New York, a program called Drug Treatment Alternative to Prison (DTAP) has shown promise. Offenders are given the opportunity to attend treatment outside of New York City, in a therapeutic community in upper New York. Treatment lasts for up to two years and those who succeed have the charges they face dropped. The recidivism rate for program graduates is 8 percent, compared to 40 percent for offenders who serve a prison sentence (Falco, 1992).

Drug courts have also shown recent promise. A study by the National Center on Addiction and Substance Abuse showed an impressive retention and completion rate for participants. The study found that 60 percent of those who enter drug court programs are still in treatment after a year, and 50 percent graduate from the program (USA Today, 1998). The study also revealed that positive drug test dropped significantly compared to counterparts on supervised community corrections. Recidivism rates were also shown to drop dramatically.

Conclusion

With all indicators pointing to the fact that treatment works in the criminal justice system, why is it still not utilized to its full potential? The correlation between substance abuse and criminal activity has long been documented. Recently, the correlation between forced treatment by the criminal justice system and positive recovery rates has also been documented. Politicians and the general public however, still struggle with this concept. As more evidence comes to light, more treatment opportunities will be given to the substance-abusing offenders. The criminal justice system will continue to grow as long as the correlation of treatment and lower recidivism rates is

By DAVID BURGESS

delegated to “specialized programs.” In the meantime, the war on drugs continues, along with what many argue is a war on citizens turned into outlaws by the criminal justice system.

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David Burgess is a Drug Court Officer at Peoria County Department of Corrections in Peoria, Illinois.

Call For Presenters

American Probation and Parole Association
Winter Training Institute
Portland, Oregon – January 7-10, 2001

The American Probation and Parole Association is pleased to issue a call for presenters for the Winter Training Institute scheduled to be held in Portland, Oregon, January 7-10, 2001. Institute participants include community supervision and corrections' personnel, 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
- Executive Management
- Human Resources
- International Issues
- Juvenile Justice Sentencing and Programming Strategies
- Legal Issues
- Multi-Agency Collaboration/ Interdisciplinary Participation
- Parole Issues and Post-Incarceration Supervision Strategies
- Pre-Trial Services
- Victim Issues
- Program Specialization in Community Supervision and Corrections
- Sentencing Strategies and the Judiciary
- Substance Abuse
- Technological Innovations
- Officer Health and Safety
- Program Evaluation/Research

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

Submission Guidelines

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

1. Workshop title
2. A clear, concise, accurate, description of the workshops as it will appear in the program. (Average length is 75 words; submissions on WordPerfect disk are preferred)
3. Name, title, agency and complete mailing addresses and phone numbers of all the proposed faculty
4. Brief resume or vitae of each of the faculty
5. Primary contact person for the workshop (include complete address and phone number)

Presentation summaries may be mailed or faxed to:

Rhonda Grant, Program Manager
South Carolina Department of Probation, Parole and Pardon Services
P.O. Box 50666
Columbia, SC 29250
Phone: (803) 734-9241
FAX: (803) 734-9013
Email: rgrant@ppp.state.sc.us

Presentation summaries should be received no later than **May 1, 2000**. Ideally, a presentation panel should consist of two or three persons. Annual 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.

Probation and Parole Conditions

Probation and Parole Conditions

This is the fourth in a series of columns discussing common probation and parole conditions and the legal issues associated with enforcement of these conditions. All jurisdictions impose some conditions on probationers and parolees. Imposition of these conditions is justified on several grounds, including rehabilitation, deterrence of criminal and/or inappropriate conduct, and protection of the public.¹ While courts generally allow parole and probation authorities to impose a wide variety of conditions, there are limitations on what types of conditions may be imposed. These limitations are frequently based on a provision of the Constitution, such as the First Amendment.

In previous columns I discussed probation and parole conditions limiting an offender's association with other persons, conditions affecting the freedom of movement of the offender, and other conditions limiting the exercise of First Amendment rights. In this column I examine probation and parole conditions which require the offender to participate in an education, job training or treatment program. Conditions requiring the offender to participate in educational programming or to receive medical treatment are different from previously discussed conditions in several ways, particularly in that they require the offender to do something, rather than to refrain from doing something. An affirmative act by the offender is required.

Conditions Mandating Education

A common probation and parole condition is the requirement that the offender attend school or an educational program of some kind. The frequency with which this condition is applied is not surprising, given the high value placed on education in American society and the relatively low education level of most offenders. A recent study revealed that the average education level of offenders just paroled from Texas prisons is approximately eleven years, or less than a high school degree.²

The education required depends on the offender. He or she may be required to attend high school, college or vocational school, or to participate in programs aimed at allowing the participant to achieve the high school equivalency degree, or GED. Offenders may be required to attend school; adult offenders are generally required to attend some form of adult education program. Other educational programs may also be required, such as attendance at an alcohol and drug awareness class or driver safety class.³

The authority to require the offender to participate in educational programs may be found in specific statutes, or under the court and parole board's general authority to impose any condition that is reasonably related to the primary goals of probation and parole—rehabilitation and protection of the public. While the evidence regarding the rehabilitative effects of education programs on recidivism is mixed,⁴ historically there has been strong support for such programs. The assumption is that an offender with a basic education is less likely to recidivate and more likely to see themselves as members of law-abiding society.

Several cautions regarding mandating participation in education programs should be mentioned. First, the course of study must not violate the constitutional rights of the offender, particularly his or her First Amendment right of freedom of religion. Requiring an offender to attend religious training would likely be considered a violation of the First Amendment.⁵ While offenders on probation or parole retain only limited rights, courts look closely at any conditions which impinge on First Amendment rights.⁶

A second caution is that offenders should not be required to participate in educational programs for which they are unprepared, or unable to participate in, because of financial constraints or other limitations. This is setting the offender up for failure. Probation and parole officers should consider the aptitude of the offender when making recommendations for educational programming.

Conditions Mandating Job Training

Similar to the condition requiring participation in educational programming is the condition mandating participation in job training. Offenders who have either completed basic educational programs or are in need of a marketable job skill are often required to obtain some form of job training. The justification for such a condition is also similar to the justification for mandatory education—rehabilitation and protection of the public. The assumption is that an offender with a job skill is less likely to return to their criminal ways as they will develop a legitimate means of obtaining money.⁷

The limitations on the efficacy of requiring job training are similar to those regarding mandated participation in educational programming. Offenders should not be assigned to programs which impinge on their constitutional rights, and some effort should be made to match offenders with job training programs for which they are best suited. Requiring someone without a high school diploma to participate in a job training program which presupposes a college level education would be setting the offender up for failure. Job training programs may be particularly useful for those offenders who have shown a pattern of failure in educational programs, however.

Conditions Mandating Medical Treatment

Conditions mandating medical treatment can take several forms, including surgical procedures, psychological treatment or some type of counseling. Conditions requiring an offender to undergo some type of surgical procedure are relatively rare, although there have been calls in recent years for greater use of such conditions, at least in regards to sexual offenders. More commonly, the offender is required to obtain some form of counseling. Conditions requiring counseling or therapy are discussed in the next section.

Challenges to conditions mandating

BY CRAIG HEMMENS

medical treatment are based in several different provisions of the Constitution, including the First and Eighth Amendments, and the general right to privacy.⁸ These challenges are relatively rare, no doubt in large part because such conditions are themselves rare. Generally, courts have taken the position that a condition requiring medical treatment is not per se unconstitutional, so long as the treatment is reasonably related to the goal of rehabilitation. Additionally, courts have noted that the offender always has the option of rejecting such a condition.

Conditions Mandating Therapy

Conditions mandating some form of therapy or counseling are much more common than those requiring the offender to undergo a medical procedure. Primarily because these conditions are less physically invasive, they are also much more likely to be upheld by the courts. Additionally, it is often easier to establish a connection between the mandated therapy and the goals of probation and parole.

Conditions requiring the offender to receive some form of therapy or counseling may be authorized by a state statute, or by parole authority regulations. This authorization is frequently vague, merely authorizing "psychological or psychiatric treatment" without providing more specifics. A number of states now provide specific authorization for counseling for sexual offenders.⁹ Conditions mandating therapy or counseling are quite

popular, as there is widespread sentiment that most offenders can benefit from professional attention.

There have been very few challenges to probation and parole conditions mandating therapy or counseling. Courts have routinely rejected such challenges, so long as the treatment is reasonably related to the needs of the offender. Courts have also made it clear that offenders are only required to make reasonable efforts to comply with the treatment condition.¹⁰ Requiring an offender to obtain expensive treatment which he or she clearly cannot afford may be invalidated by the courts.

Conclusion

Probationers and parolees typically agree to abide by a number of conditions. While courts and parole authorities have broad authority to impose conditions, including conditions that mandate medical treatment, job training and education, there are limits. Probation and parole conditions must be reasonable and related to one or more of the primary purposes of probation and parole: protection of the public, deterrence of criminal activity, and rehabilitation of the offender.

Probation and parole conditions requiring treatment and education are challenged infrequently, and are rarely successful. Such conditions are generally upheld, as they are seen as serving the multiple goals of probation and parole. However, the state must be able to show: (1) some need for the condition, (2) a

relationship between the condition and the goals of probation and parole, and (3) that it is possible for the offender to obtain the required training or treatment. Otherwise such a condition is both pointless and an invitation to violation of the terms of the probation or parole agreement.

Endnotes

¹ John W. Palmer, *Constitutional Rights of Prisoners* (5th edition, 1997).

² Craig Hemmens and James W. Marquart, *Straight Time: Inmates' Perceptions of Violence and Victimization in the Prison Environment*. *Journal of Offender Rehabilitation* 3: 1-21.

³ Dean J. Champion, *Probation, Parole, and Community Corrections* (1999).

⁴ Paul F. Cromwell and Rolando V. del Carmen, *Community-Based Corrections* (1999).

⁵ See, e.g., *Abbington School District v. Schempp*, 374 U.S. 203 (1963).

⁶ For a discussion of probation and parole conditions and First Amendment rights, see previous columns in the following issues of *Perspectives*: 23:2, 23:3, 23:4.

⁷ Cromwell and del Carmen, *supra* note 4.

⁸ Palmer, *supra* note 1.

⁹ For a discussion of sexual offender treatment strategies, see Benjamin Schwartz and Howard Cellini (editors), *The Sex Offender: Corrections, Treatment, and Legal Practices* (1995).

¹⁰ Palmer, *supra* note 1. □

Craig Hemmens, J.D., Ph.D. is with the Department of Criminal Justice Administration at Boise State University in Boise.



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 overcrowded 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 May 1, 2000.

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

email: yswinfrd@csg.org

APPA POSITION STATEMENTS

The following three position statements were approved by the APPA Board of Directors at their meeting in New York, New York on August 22, 1999. The APPA constitution stipulates that positions and resolutions must next be submitted to the general membership for adoption at the membership meeting in Nashville, Tennessee on February 16, 2000. The purpose of presenting these position statements in Perspectives is to seek comments and feedback from the membership before seeking such approval. It is important that members wishing to comment on this position statement send any comments by January 1, 2000 to:

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

APPA Position Statement Of Privatization

Note: In 1987 the APPA Membership approved a position statement on privatization. Since that time, much has changed in the field of community corrections, and it is the opinion of the APPA Issues, Positions and Resolutions Committee and the APPA Board of Directors that this position should be updated to reflect current industry trends. Therefore, if the proposed privatization positions statement listed below is adopted at the general membership meeting on February 16, 2000, it will replace the existing position statement. To review a copy of APPA's current position on privatization, please visit APPA's website at www.appa-net.org or call Karen Fuller at (606) 244-8196.

Introduction

The American Probation and Parole Association (APPA) has the vision of a fair, just and safe society where community partnerships are restoring hope by embracing a balance of prevention, intervention and advocacy. APPA recognizes the role of private sector service providers in achieving this vision, in protecting the public, in maintaining safe communities and in ensuring opportunities for offenders to lead law-abiding lives.

Position Statement

APPA recognizes that the privatization of services and programs may offer a number of potential benefits to the criminal justice system. Private sources may make accessible expertise or specialized services with which the jurisdiction has had little experience or involvement. In addition to furnishing services in specialized areas, private service providers may offer a jurisdiction the ability to implement a program or service quicker, more efficiently or more cost-effectively. Private service providers may also enable a jurisdiction to become involved with more creative service practices and advanced technologies, paving the way for other operational innovations.

In considering privatization, a jurisdiction must employ a systematic approach to evaluating whether the private sector provision of services is the alternative of choice in addressing specific identified needs. The decision to privatize programs or services should be based on a thorough review of the experience of other jurisdictions' privatization successes and failures. APPA recognizes that all levels of public officials including executive, managerial and line staff offer perspectives which must be considered in evaluating the costs and appropriate to invite input from community, advocacy and special interest groups if this input is relevant to the service or program under consideration.

Once it has been determined that private sector services will allow for more immediate, more efficient, more economical and/or more effective response to individual jurisdiction needs, it is imperative that criminal justice officials and decision makers plan carefully and meticulously for the procurement, implementation and evaluation of privatized services delivery. Jurisdictions must establish clear parameters

and specific outcome measurements for the evaluation of the quality and efficacy of private sector service delivery. These expectations should be conveyed to potential private service providers in advance of the awarding of a service contract or the execution of an agreement with the provider. It is incumbent on the employing jurisdiction to ensure that a comprehensive implementation plan is developed that delineates privatization activities and time lines. It is also the responsibility of the employing jurisdiction to oversee, manage, monitor, collect data on and evaluate privatization activities, and to share results of the evaluations with other jurisdictions.

APPA acknowledges that public entities and policy makers retain the fundamental legal responsibilities assigned to them through legislation, by the courts or governing boards. These government jurisdictions and their representatives are ultimately accountable for the quality and efficacy of private services and retain all authority and responsibility to ensure that the mission, goals and objectives of their individual agencies are met.

APPA recognizes the responsibility of private sector service providers to act as agents of government upholding the mission, goals and objectives of the employing jurisdiction. By operating within established parameters, standards, regulations and laws, private sector service providers contribute to the ability of a government agency to serve the public and to responsibly and humanely supervise offenders placed under its jurisdiction.

Members wishing to comment on this position statement should send written statements by January 1, 2000 to:

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APPA POSITION STATEMENTS

APPA Position Statement On Community Justice

Working Definition of Community Justice

Community justice is a strategic method of crime reduction and prevention, which builds or enhances partnerships within communities. Community justice policies confront crime and delinquency through proactive, problem-solving practices aimed at prevention, control, reduction and reparation of the harm crime has caused. The goal is to create and maintain vital, healthy, safe and just communities and improve the quality of life for all citizens.

Position Statement

APPA believes that, at times, traditional criminal and juvenile justice policies and practices have not been able to attain genuine peace and safety and may have alienated and ignored citizens and victims. Community justice principles of crime prevention plus victim and community reparation offer greater hope of securing genuine peace and justice and of gaining community satisfaction with its justice system.

APPA therefore resolves that the principles of community justice will guide the work of the organization in keeping with its proclaimed motto of "Community Justice and Safety for All." The vision of APPA is a community justice vision. This vision will guide the organization in promoting adult and juvenile probation and parole policies and practices that are grounded in community justice principles and values.

Principles of Community Justice

The community is the nexus of community justice; therefore, each individual community must ultimately define the concept and practice of community justice. The work must nonetheless remain true to an ideal as expressed by the following guiding principles:

- The community, including individual victims and offenders, is the ultimate customer, as well as partner of the justice system.
- Partnerships for action, among justice components and citizens, strive for community safety and well being.
- The community is the preferred source of problem solving and citizens work to prevent victimization, provide conflict resolution and maintain peace.
- Crime is confronted by addressing social disorder, criminal activities and behavior, and by holding offenders accountable for the harm they cause to victims and the community.

Core Values

The justice system benefits the community by:

- striving to repair the harm caused by crime to individual victims and communities;
- working to prevent crime and its harmful effects;
- doing justice by addressing problems rather than merely processing cases; and
- promoting community protection through proactive, problem-solving work practices plus interventions aimed at changing criminal behavior.

These efforts help to create and maintain vital, healthy, safe and just communities where crime cannot flourish.

The Relationship Between Community Justice and Restorative Justice

Community justice and restorative justice often are used as synonymous terms. While the terms are complementary, they are not interchangeable. Community justice is a strategic method to control and reduce crime and therefore impacts the system in which we work. Restorative justice is a process of responding to criminal acts and impacts how we do our work. In other words, community justice seeks to transform the justice system to one that is inclusive and works in partnership with the community in order to impact the community *environment*. Restorative justice practices promote healing, reparation and reconciliation of all parties harmed by criminal acts. The desired results are peaceful, harmonious and just *relationships* among individual victims, offenders and their communities. Positive human relationships contribute to a positive community environment. Restorative justice is therefore crucial to the success of a community justice strategy.

Community Justice Strategy

A comprehensive community justice strategy:

- includes restorative justice practices and processes;
- includes both adult and juvenile offenders;
- focuses on creating safer communities rather than on doing things *to or for* offenders;
- pursues the goal of public safety within a scope of preventing victimization;
- places a high priority on the rights and needs of victims and the community;
- seeks harmonious working relations among all justice components and practices, citizens, community and social service organizations, educational systems, and faith communities;
- focuses on problems *causing* as well as *caused by* crime; and
- promotes correctional programming that is based on sound research and measurable for effectiveness.

Members wishing to comment on this position statement should send written statements by January 1, 2000 to:

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

APPA POSITION STATEMENTS

APPA Position Statement On Crime Prevention

Working Definition of Crime Prevention

Crime prevention is the promotion of those attitudes, activities and behaviors that create and maintain safe and vital communities where crime and delinquency cannot flourish. Crime prevention practices provide a foundation for community justice initiatives and embrace the principles of restorative justice.

Position Statement

The American Probation and Parole Association believes that it is the responsibility of professionals working within the field of community corrections to ensure that whatever is appropriate and necessary is done to prevent crime and promote the health and well-being of individuals and communities as a whole. Crime prevention practices are the building blocks of community justice and embrace the principles and values of restorative justice.

In step with the APPA Vision, this association resolves to support the determined but balanced integration of crime prevention into the traditional roles of supervision, intervention and sanctioning of offenders. This vision will guide the organization in promoting efforts that help to create safe and vital communities where crime and delinquency cannot flourish.

Principles of Crime Prevention

Crime prevention is a key tenet in the vision statement of the American Probation and Parole Association. While not a traditional role of most agencies, crime prevention is critical to the reduction in crime victimization and the offender population. Recognizing the uniqueness of each community, the American Probation and Parole Association proclaims that community corrections professionals must demonstrate a willingness to:

- **Invest in long-term crime prevention efforts.** Crime prevention activities must be woven into the business of community corrections agencies in such a way as to compliment the traditional responsibilities of supervision, intervention and sanctioning of offenders.
- **Make substantive and unique contributions to crime prevention efforts within the community.** Probation and parole professionals have an unmatched capacity to access information about offenders; the power to inter vene with offenders; and knowledge of crime and other conditions within the community. It is essential that these capacities be offered as a part of national, state and local crime prevention efforts.
- **Develop partnerships to discuss, promote and practice crime prevention within the community.** It is important that the community itself determine its crime prevention needs. Criminal justice entities must listen actively and collaborate in the development of strategies that meet the identified need. Each partnership will be unique to the neighborhood or community for which it was created.
- **Conduct business in different and non-traditional ways.** Community corrections professionals must become experts in creating opportunities to initiate and foster unique crime prevention strategies within the community.

- **Actively participate in existing crime prevention planning within the community.** Community corrections professionals must be involved in and supportive of developing and existing crime prevention initiatives within the community.
- **Commit resources to insure the success of crime prevention activities.** Support in the form of leadership, funding, advocacy, time, staff, expertise, education, research and program development, helps to insure the success of community initiatives and creates communities that thrive.

Crime Prevention Strategies

The traditional reactive position relative to the supervision of juvenile and adult offenders does not offer the possibilities for success engendered in the partnerships and community involvement that are part and parcel of crime prevention. In promoting crime prevention as an essential activity in which community corrections agencies and practitioners must engage, the following strategies will be needed:

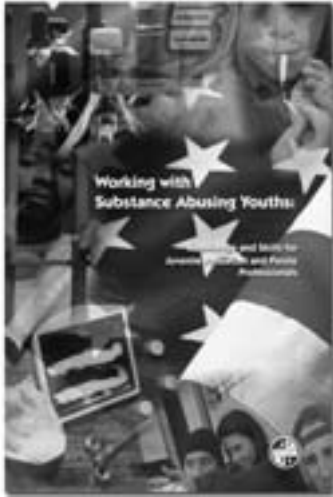
- Shift historical paradigms of intervention, supervision and sanctioning to insure that crime prevention becomes a real part of the mission and daily activities.
- Think long-range in fostering crime prevention efforts in communities.
- Identify new success measures to gauge performance in crime prevention.
- Develop skills in the area of crime prevention awareness and practice, capacity building and community mobilization and organization.
- Advocate for resources for crime prevention initiatives at the local and national levels.
- Become catalysts for crime prevention efforts and programs.
- Join national, state and local crime prevention organizations and initiatives.
- Develop partnerships for crime prevention at the local and national levels.
- Identify new locations and methods for service delivery in an effort to be visible in crime prevention initiatives.

Members wishing to comment on this position statement should send written statements by January 1, 2000 to:

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c/o American Probation and Parole Association
P.O. Box 11910
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PUBLICATION ANNOUNCEMENT

Working With Substance Abusing Youths: Knowledge And Skills For Juvenile Probation And Parole Professionals



This book provides practical, applicable and comprehensive information for juvenile justice professionals to use in working with youth who abuse alcohol and other drugs. It was developed as part of a training and technical assistance project jointly funded by the Office of Juvenile Justice and Delinquency Prevention, U. S. Department of Justice and the Center for Substance Abuse Treatment, U. S. Department of Health and Human Services.

The extent of alcohol and other drug use by adolescents and the consequences of substance abuse for youth, their families and society are summarized. The conceptual framework upon which the suggested intervention approaches are based is provided. The reader's attention also is directed toward the needs of special populations of youth, especially those with co-existing substance abuse and mental health disorders. The book stresses the important process of screening youth for substance abuse and making appropriate referrals to substance abuse professionals for further assessment and treatment when indicated. It also focuses on the vital role probation and parole professionals play in supporting the treatment process through case management, working with individual youth and their families and working with groups. The critical aspect of relapse prevention is addressed, and ways of preventing and intervening with youth experiencing relapse are reviewed. Several program

examples are provided that illustrate various options for providing substance abuse interventions for youth in the juvenile justice system. Professional development and practice issues, legal and ethical issues and staff safety practices round out the comprehensive material provided for juvenile probation and parole professionals in this book.

Publication Order Form

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CALL FOR NOMINATIONS

APPA Awards

Recognizing Accomplishments

2000 APPA Awards

Deadline: March 1, 2000

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

Scotia Knouff Line Officer of the Year Award

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

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

Walter Dunbar Memorial Award

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

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

University of Cincinnati Award

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

Sam Houston State University Award

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

Joe Kegans Award for Victim Services in Probation and Parole

The Joe Kegans Award for Victim Services in Probation and Parole was first presented in 1998. This distinguished award was established as a tribute to the late judge Joe Kegans, a founding member of APPA's Victim Issues Committee, who devoted her career as a jurist to bettering the lives of all with whom she came into contact. This award honors the individual working in community corrections who has provided exemplary services to victims of crime.

Nominees for this award may be living or deceased; preference will be given to community corrections professionals or volunteers; preference will be given to those who themselves may have experienced criminal victimization and have used that experience to help others. APPA members are encouraged to honor the memory of this wonderful colleague by nominating deserving individuals for the Joe Kegans Award.

APPA Award Nomination Format

Nomination Submitted by: Name, address and telephone.

Nomination for: Identify the specific APPA award

A. Nominee Personal Data:

Name, title, agency, address

Telephone (home)

Telephone (business)

Date of Birth

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

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

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

E. Justification: Written justification that supports the recommended APPA award.

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

G. Photograph of nominee, 3" x 5" or larger, black and white or color.

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

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

Deadline: March 1, 2000

Photographs and summaries of APPA award recipients will be included in the APPA awards luncheon bulletin. Other nominee photographs and summaries will be provided to the APPA Secretariat for use in whole or in part, in *Perspectives*.

CALL FOR NOMINATIONS

APPA Awards

Recognizing Accomplishments

APPA President's Award

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

— Todd R. Clear, PhD

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

— George Cheever

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

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

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

Selection Criteria

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

- The program/project either changes or contributes to the broad "field" of community corrections and helps to move the "field" forward.

- There is a clear correlation between the goals of the program/project/agency and their effect (impact).
- The program/project/agency makes a difference which is supported by impact data.

- The elements of the program/project/agency which make a difference can be replicated by others.
- There is clear evidence of the supportive nature of its environment.
- The program/project/agency will be qualitatively evaluated on the following characteristics:
 - program implementation process;
 - client assessment practices;
 - program characteristics which match the client's needs;
 - therapeutic integrity;
 - relapse prevention techniques;
 - staff characteristics and evaluation.

APPA President's Award Nomination Format

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

Nominations must be sent to the chair of the awards committee in written form by **March 1, 2000**. Nominations must include **all** of the information specified in the APPA President's Award Nomination Format.

Nominations must be sent to:

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

Deadline: May 1, 2000

CALL FOR NOMINATIONS

APPA Awards
Recognizing Accomplishments

APPA Member of the Year

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

Award Criteria

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

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

providing the following information:

- Name, address and telephone number of nominee
- Name, address and telephone number of nominator
- Length of time nominee has been a member of APPA (must be a member for at least one year)
- Description of contributions the nominee has made to APPA and/or their affiliate association (provide a list of specific contributions).

Submit the nomination by **March 1, 2000** to the following address via mail or fax:

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

APPA Community Awareness Through Media Award

APPA Awards
Recognizing Accomplishments

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

Those of us in the field of probation and parole sometimes complain that the general public has a pervasive misunderstanding of community corrections. Many times, public perceptions of our mission are fueled by inaccurate media reports based on inadequate information.

The Community Awareness Through Media Award, sponsored by the American Probation and Parole Association Public Relations Committee, seeks to recognize outstanding reporting through broadcast, film or publication, which contributes to a better understanding of the issues in the American criminal justice system.

APPA is asking for your help in calling attention to media, which in 1998 advanced public awareness, nationally, of the APPA vision. Please help us identify media coverage of the American criminal justice system which

is accurate, fair and balanced. Such coverage has the potential to improve community awareness and understanding of the work to which we are committed.

You are urged to nominate a recipient for this award by providing the following information:

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

If possible, a copy of the publication or tape of the broadcast or video should be included with your nomination. If not, briefly describe why you believe it meets the above criteria. The nomination should have reached a national audience.

Submit the nomination by **March 1, 2000** to the following address via mail or fax:

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

2000 APPA SCHOLARSHIP

Community Supervision Officer Scholarship and Probationer's Scholarship

APPA is pleased to announce the call for nominations for its two scholarships, the Community Supervision Officer Scholarship and the Probation Scholarship. The objective of this initiative is to annually award a scholarship to: 1) **community supervision officer** who has spent at least five years working with offenders serving their sentences in the community who is continuing his/her education towards a career in community-based corrections and 2) an **adult offender** who has successfully completed his/her supervision and who, in the past 18 months, has made a significant contribution to their community.

The \$6,000 scholarship is to be used at an accredited United States college or university. The scholarship funds will be provided directly to the educational institution and may only be used for tuition, books, laboratory and related fees, on-campus housing and on-campus dining. Funds are not to be used for travel, salary for the award recipient, medical expenses, athletic fees or other similar expenses.

The award recipient may be eligible to receive a total of four, one-year scholarships of \$6,000 each. An award in one year will not influence subsequent awards to a particular nominee. The award recipient must maintain a "C" or better grade point average in order to continue payments to the college or university of his/her choice during the period of the award. The APPA Awards Committee will review all of the nominations.

All nominees for the probationer scholarship award will be misdemeanants or felons who have spent the majority of their sentences in the community rather than in institutions. The following types of offenses and offenders are not eligible: felony arsonists, felony sexual assault and habitual violent offenders. Candidates preferably will have served part of their sentence on electronic monitoring.

Nomination Form

Nominee Personal Data

Name _____
Street Address _____
City _____ State _____ Zip _____
Telephone (Home) _____ Telephone (Work) _____
Date of Birth _____

Nominator Information

Nominator(s) Name _____
Title(s) _____
Agency Name _____
Street Address _____
City _____ State _____ Zip _____
Phone _____ Fax _____

Please check scholarship you are applying for:

☐ **Community Supervision Officer Scholarship**

On a separate sheet(s) of paper, please provide the information which details the following information on the nominee: employment history, education and educational goals, how they intend to use the award, type of program they want to enroll in, stated need, three references/testimonials, an official transcript if already enrolled and a 3" x 5" photograph may be required at a later date.

☐ **Probationer Scholarship**

On a separate sheet(s) of paper, please provide the information which details the following information on the nominee: education and educational goals, employment history, community involvement, criminal history, correctional supervision programs in which the nominee has participated and his/her performance in those programs (if possible, personal accounts of his/her supervision programs and the impact on the offender), three references/ testimonials, an official academic transcript if already enrolled and a 3" x 5" photograph may be required at a later date.

Please fax or mail information by **March 1, 2000** to:

Barbara Broderick, Division Director
AZ Supreme Court – Administrative Court Office
1501 West Washington, suite 344
Phoenix, AZ 85007

Fax: (602) 542-9673

All questions should be directed to: Karen Fuller at (606) 244-8196.

Funding for APPA Scholarships provided by BI Incorporated.





“Broken Windows” Probation

The Next Step in Fighting Crime

REINVENTING PROBATION COUNCIL

Dr. Ronald P. Corbett, Jr., *Chairman; Second Deputy Commissioner, Office of the Commissioner of Probation, Boston, MA; Past-President, National Association Probation Executives*

Dan Richard Beto, *Director, Correctional Management Institute of Texas, Sam Houston State University; Vice-President, NAPE*

Brian Coen, *Deputy Chief, Juvenile Court, Philadelphia, PA*

Dr. John J. DiIulio, Jr., *Senior Fellow, Manhattan Institute*

J. Richard Faulkner, Jr., *U.S. Department of Justice*

Bernard L. Fitzgerald, *Chief Probation Officer, Dorchester District Court, Dorchester, MA*

Irwin Gregg, *Deputy Chief, Juvenile Court, Philadelphia, PA*

Norman Helber, *Chief Probation Officer, Maricopa County Adult Probation, Phoenix, AZ; Past-President, American Probation and Parole Association*

Gerald R. Hinzman, *Director, Iowa's 6th Judicial District, Department of Correctional Services*

Robert Malvestuto, *Co-Chief Probation Officer, Philadelphia, PA*

Dr. Mario Paparozzi, *Assistant Professor, The College of New Jersey; President, APPA*

John Perry, *Vermont Department of Corrections*

Rocco Rizzo, *Director, Westchester County Probation; Past-President, APPA*

Dr. Edward E. Rhine, *Chair, Ohio Release Authority Ohio Department of Youth Services*

BY TERRYL AROLA AND RICHARD LAWRENCE

Editor's Note: At a press conference on August 19, 1999 the Manhattan Institute released this report. The report is the work of John Dilulio and thirteen veteran practitioners, including several present or former leaders of the American Probation and Parole Association (APPA) and the National Association of Probation Executives (NAPE). The group met and deliberated independently over the past two years in Boston, New York and Philadelphia. We are publishing this report with permission from the Manhattan Institute to further distribute this important document.

"Broken Windows" is borrowed from a famous book entitled "Fixing BrokenWindows" by James Wilson and George Kelling. The premise of the book is that broken windows (figuratively speaking) are one of many signs of social disorder. If we fix broken windows (signs of social disorder) we will fix small problems before they become big ones. The book emphasizes community involvement in caring about and fixing broken windows.

THREE MILLION IN OUR MIDST

VIOLENT CRIME RATES HAVE FALLEN NATIONALLY BY 26 PERCENT SINCE 1993.

Some of this drop is undoubtedly due to so-called "broken windows law enforcement" and community policing. In Boston and other places, probation departments have also helped cut crime, both on their own and in partnerships with police, community groups and clergy.

If the criminal justice system is going to keep violent crime on the run, however, it will need to do even more, beginning with a much better job of supervising the three million probationers in our midst.

This report is the work of a baker's dozen of veteran practitioners, including several present or former leaders of the National Association of Probation Executives (NAPE) and American Probation and Parole Association (APPA), who met and deliberated independently over the past two years in Boston, New York and Philadelphia.

In sum, we believe probation is at once the most troubled and the most promising part of America's criminal justice system. We also believe that probation's past troubles can be but a prologue to its coming triumphs. Herein, and in a longer, more detailed report prepared for and released through NAPE and APPA, we call for a new era of "broken windows" probation and community corrections.

We admit, perhaps more candidly than leading members of our profession have ever admitted, that widespread political and public dissatisfaction with community corrections has often been totally justified. We also outline new strategies and rationales for reinvesting in and reinventing probation.

Our report is sure to attract criticism from those who say our proposals are too soft on criminals, as well as from those who say they are too tough. To those outside of our profession who respond that our ideas are too little, too late, and to those who cynically advocate abolishing probation, we say, "Get real!" Taxpayers will not finance what their ideas would imply, tripling the size of our prison system to accommodate the three million current probationers. To those within our profession who respond that our ideas concede too much to the field's many critics and

to popular misunderstandings of probation, we say, "Wake up!" As our report shows, hundreds of thousands of violent crimes are committed each year by people on probation. The public wants to reduce violent crime NOW: probation can either be part of the solution or part of the problem.

Either probation will be at the political and intellectual core of future policy-oriented efforts to promote public safety and offender rehabilitation in America, or it will continue to be widely marginalized, mischaracterized and underfunded. The days of failed low- or no-supervision "fortress probation" can and should give way to a new era of politically and administratively successful "community probation." We hope this report not only sparks both professional and public debate, but also sharply enhances civic awareness that "probation matters" and helps launch spirited efforts to "make probation work" in cities all across the country.

WHY PROBATION MATTERS

Probation enjoys a unique status within the criminal justice system. Each year ushers in a "new high" in the number of offenders either incarcerated or in the community under supervision, and each year probation serves as the disposition most often imposed by the courts. At the end of 1997, a record breaking total of 5.7 million offenders were under some form of correctional supervision—in prison, in jail, on probation or on parole. Of these, 3,261,888 were adults serving a probation sentence, or *just under 60 percent of the entire offender population!*

This means on any given day there are over 3 million probationers living in communities across the land. **More than half of them have been convicted of felony violations of the law.** Though they are expected to abide by the rules of probation or other special conditions of supervision, their range of freedom is comparable to that enjoyed by the citizenry at large. This means they may move about within their neighborhoods, go to the movies, shop, go to work, visit parks and pursue other activities that form the fabric of daily living. How these offenders are supervised and the effectiveness of the strategies that are adopted to control them carry enormous implications for public safety and the quality of community life.

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PROBATION: A MATTER OF LIFE OR DEATH

Critics of community corrections have long charged that probation has failed to promote public safety, enforce court orders and get community-based criminals the drug treatment or other help they need to succeed in life and remain crime-free. The data show that all too often the critics stand on solid ground.

•**Promoting Safety:** About two-thirds of probationers commit another crime within three years of their sentence, and many of these crimes are serious. The roughly 162,000 probationers returned to state prisons and incarcerated in 1991 were responsible for at least 6,400 murders, 7,400 rapes, 10,400 assaults and 17,000 robberies. Likewise, records show that 156 of the 1,411 persons convicted of murder in Virginia from 1990 to 1993 were on probation at the time they killed. If probation had done a better job, fewer people would have been killed or otherwise harmed by probationers, and the overall crime rate would have been much lower.

•**Enforcing Orders:** To remain out of jail, over 90 percent of probationers are ordered by the courts to get substance abuse counseling, remain under house arrest, perform community service or meet other such specific conditions. Unfortunately, studies have found that about half of all probationers do not comply with the terms of their sentence, and only a fifth of those who violate their sentences ever go to jail for their noncompliance. Such “intermediate sanctions” are almost never rigorously and consistently enforced.

Worse yet, in addition to those who won't comply with orders are those who don't even stay in contact with probation—the probation absconders. By the end of 1996, of the 3.2 million offenders on probation, some 288,000 were on absconder status, out of contact with probation, out of compliance with court orders and out from under any control or monitoring. In too many jurisdictions, next to nothing is being done to apprehend these scofflaws, a number of whom are “hiding in plain view.” The lesson is not lost on new probationers, who may find their obligations too onerous: Stop complying—they won't come after you.

But can probation do anything about this horrific number of absconders? Or are defiant probationers free to roam the community without supervision and accountability?

The experience of Williamson County in Texas suggests an answer. In 1997, a decision was made by the local probation department to go after absconders seriously. By employing a variety of technology and databases to track missing probationers, that county arrested 470 probation violators in the first year of operation. In addition to bringing these offenders to justice, the absconder unit recovered nearly \$15,000 in outstanding fees.

By 1998, the unit was successful in arresting 605 probationers and collecting nearly \$51,000 in unpaid penalties, a significant jump in just one year. And this

was accomplished by a two-person unit, staffed by one officer and a caseworker!

•**Helping Offenders:** Probation all too often fails to help probationers avoid drugs, learn to read, obtain jobs or otherwise get their lives together. For example, all the data show that almost half of today's probationers were under the influence of alcohol or drugs when they committed their latest offense. The probation discipline has long argued that probationers need to obtain community-based substance abuse treatment. Indeed, probation data from Massachusetts indicates that at least 80 percent of all probationers have such significant substance abuse problems that treatment is necessary. But only 37 percent of all probationers nationwide participate in any type of drug treatment program during their sentence, and only 32.5 percent nationally are tested for drug use once they do receive treatment.

WHY PROBATION ISN'T WORKING

Why has probation long been weak at promoting public safety, enforcing orders and helping offenders? A large part of the answer is that probation as a field has long been weakly funded, totally underresearched and woefully understaffed.

Compare probation spending to spending on prisons. Since 1985, the nation's population of prisoners has more than doubled, and prison and jail budgets and staffing have more than grown apace. Spending on prisons now constitutes about a quarter of total state and local criminal justice spending (police, courts and corrections), and about two-thirds of total corrections spending.

But recall our earlier numbers: Community corrections, which includes parole, has about two-thirds of the persons in criminal custody. Despite this fact, it only receives one-third of the total corrections dollar, about half what prisons receive to serve only half the probation population! Even this figure overstates how much probation receives, since it splits this meager amount with parole agencies — even though there are fewer people on parole than behind bars, and even though the number of probationers who have been convicted of violent crimes rivals the number of parolees with a violent history.

The disparity between the prison and probation budgets is best seen by comparing per-offender amounts spent on each. Most states spend between \$20,000 and \$50,000 a year for each person in their prison system. UC Davis criminologist Joan Petersilia notes, however, that we have spent barely “\$200 per year per probationer for supervision.” This has led to average probation caseloads between 100 to 500 offenders per probation officer. No wonder recidivism rates are so high!

Inadequate funding, however, is not the only cause for probation's failure. All too often probation departments have employed practices that simply do not do the job. Consider some commonplace probation practices and their results:

- Drug testing that is scheduled in advance, providing test results two or more weeks after the test is administered and done infrequently, is ineffective as

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a deterrent to substance abuse;

- Conducting supervision mainly in office settings contributes little to the management of offender risk or public safety (an approach that has been likened to “fortress probation”);
- Spending an average of five to twenty minutes once a month with offenders in an office does not constitute a reasonable quantity or method of supervision.

Not all probation offices fit our examples. Many talented probation administrators and field staff struggle to find more effective methods of supervision. Some have succeeded, but unfortunately, most have not. The key issue is that the systems these individuals work within are often ill-prepared to listen and understand what local communities deem important.

Under these circumstances, it should be no surprise that active probationers compose nearly one-fifth of all felony arrests. And it should be no surprise that probation is widely disparaged and viewed by the public as an ineffective sanction — a “slap on the wrist.”

PROBATION REFORM: MEETING THE PUBLIC’S EXPECTATIONS

Despite the recent drops in crime, the public believes crime rates are still too high, and they are upset with many aspects of the criminal justice system. They think violent felons are let out early, instead of serving their sentences. They think sentences for most crimes are a joke and that the system plea bargains every criminal just to process cases. They think the victim is ignored and the community is shut out, and they do not believe that probation or parole improve public safety.

What does the public want? First and foremost, they want *safety*. Public safety is the bottom line. They view controlling violent and dangerous offenders as the justice system’s job. They are willing to pay for that. They are also willing to help. They want to be partners in the process, if only the system of justice will let them in. The public also requires *the truth*. They expect the system to do what it says it is doing. *They want the sentence to fit the crime, the offender and the circumstances*. They want to know that a sentence is a sentence, and that everyone will abide by it. They also want to know who is in their neighborhood. They want us to tell them if someone is dangerous, and to be told when the reverse is true.

Finally, they want *some good to come of it*. They do not want the process of justice to be a dead loss. They want to feel that justice creates value for the offender, for the victim and for the community. They want to believe that those working within the justice system know what they are doing, and that what people working in public safety do somehow adds value to their lives.

In view of its unique status, probation is invested with wide-ranging ability to meet the public’s expectations. Its strength lies in its capacity and authority to repair broken lives and hold offenders accountable for the harm their actions have caused to victims and communities.

Accordingly, probation is the criminal justice sanction best positioned strategically to contribute directly to public safety and community well-being.

Probation — when properly structured — is not a walk away or a “get-out-of-jail-free” card for an offender. Based on our lifetimes of experience in the probation system, we propose that probation offices nationwide embrace a new emerging paradigm that puts public safety and community involvement first.

HOW PROBATION CAN WORK

Successful probation reforms underway in Boston, Spokane, Phoenix, in specific locales throughout Maryland and elsewhere are characterized by a heightened focus on achieving public safety goals through active partnerships with community and neighborhood groups. They are also characterized by the following key strategies:

- Placing Public Safety First
- Working in the Community
- Developing Partners in the Community
- Rationally Allocating Scarce Resource
- Enforcing Conditions and Penalizing Violations
- Emphasizing Performance Based Initiatives
- *Encouraging Strong and Steady Leadership*

PUBLIC SAFETY COMES FIRST

Successful probation programs put public safety first. Their primary goal is to let the public move about and feel free of the risk of harm to their person or their property.

SUPERVISE PROBATIONERS IN THE NEIGHBORHOOD, NOT THE OFFICE

Public safety cannot come first where supervision, such as it is, takes place in the probation officer’s office. Effective probation supervision must take place where offenders live and work. While the office is rightfully the *base* of probation supervision, the neighborhood should be the *place* of supervision. Firsthand knowledge of where the offender lives, his family and his immediate and extended environment are critical elements of meaningful supervision. Such community probation should be highly visible, and this visibility must be positive in nature.

Meaningful supervision also means that it is conducted at times not confined to the traditional 8:00 a.m. to 5:00 p.m., Monday through Friday, workday. To be effective, it must be delivered at nights, on weekends, and on holidays.

Two Arizona probation departments—the Maricopa County Adult Probation Department in Phoenix and the Pima County Adult Probation Department in Tucson—have experienced successful offender supervision efforts by increasing the level of offender contact in the community and by working non-traditional hours.

Most states spend between \$20,000 and \$50,000 a year for each person in their prison system. we have spent barely \$200 per year per probationer for supervision. This has led to average probation caseloads between 100 to 500 offenders per probation officer. No wonder recidivism rates are so high!

2000

In addition, probation officers should be strategically assigned to supervise specific geographical areas rather than being randomly assigned to offenders as they are placed on probation. This concept, referred to as “place-based supervision,” affords an excellent opportunity for developing law enforcement and corrections partnerships. It also keeps probation officers close to their wards, allowing them to keep an eye on an offender even when they are not spending time with him.

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RATIONALLY ALLOCATE RESOURCES

Successful probation programs rationally allocate their resources. Probation officers must spend more time supervising those offenders who are most at risk to violate their conditions of supervision and those whose offenses or affiliations pose a public safety risk (e.g., sex offenders, gang members, drug dealers, those with histories of violence). The rational allocation of resources is necessarily based on knowledge of the offender gleaned through presentence investigation reports, juvenile records, psychological evaluations and risk/needs assessments. Probation agencies must use assessments at the front end of the system to make placement decisions as well as continue using offender-specific assessments to routinely monitor their progress.

Two systems that place considerable emphasis on assessments are the Dallas County Community Supervision and Corrections Department in Dallas, Texas, and the Sixth Judicial District Department of Correctional Services in Cedar Rapids, Iowa. In Dallas County, Texas, a new Comprehensive Assessment and Treatment Services (CATS) program was implemented in 1998 to address the gap in substance abuse and mental health treatment for probationers. The goal of CATS is to provide early assessment and treatment in order to increase successful completion of probation. Under this program all felony probationers must be screened. Those who cannot afford indicated services are provided those services by the County. CATS has already screened 4,400 probationers. Of those screened, 62 percent were referred to treatment for substance abuse and 9.5 percent were referred for mental health treatment.

In addition, probation officers should be strategically assigned to supervise specific geographical areas rather than being randomly assigned to offenders as they are placed on probation. This concept, referred to as “place-based supervision,” affords an excellent opportunity for developing law enforcement and corrections partnerships. It also keeps probation officers close to their wards, allowing them to keep an eye on an offender even when they are not spending time with him.

Several probation departments, like the one in Spokane, Washington, have developed meaningful partnerships with police and have strategically placed probation officers in areas where they are needed the most.

ENFORCE VIOLATIONS OF PROBATION CONDITIONS QUICKLY AND STRONGLY

Probationers often realize they may expect two or more “free ones” when it comes to dirty urine samples, electronic monitoring violations or failure to comply with a variety of supervision conditions. **For probation to be effective, this permissive practice must be abandoned.** All conditions of a probation sentence must be enforced, and all violations must be responded to in a timely fashion.

A critical part of enforcing supervision conditions is the cooperation of the courts, where such violations are usually addressed. Those probation programs that emphasize strict enforcement of the rules and enjoy a supportive relationship with the courts tend to have fewer problems with offender compliance.

The key is that the response must be swift and sure. This does not mean that each violation will result in the revocation of probation, but rather the imposition of graduated sanctions (e.g., curfew or house arrest, electronic monitoring, mandatory drug treatment).

An excellent example of a structured, graduated sanctions program is found in the Tarrant County Juvenile Probation Department in Fort Worth, Texas. Massachusetts’ Office of Community Corrections, a newly formed agency mandated to develop intermediate sanctions for high-risk offenders, has in a short time opened six regional community correction centers providing comprehensive programming including a full menu of sanctions and service coupled with round-the-clock accountability. Probationers who have failed at or are inappropriate for standard probation must comply with this strict regime or face incarceration. To date, field managers utilizing the program estimate that 95 percent of all referrals are coming out of probation violation hearings.

Similarly, probation agencies need to be tough-minded and put teeth into apprehending absconders from probation. If it is easier for an offender to abscond than to comply with the terms and conditions of probation, then such behavior is simply reinforced. Probation agencies need to develop specialized units that work with law enforcement to apprehend offenders.

A good example of a specialized absconder unit is that found in the McLennan County Community Supervision and Corrections Department in Waco, Texas. Another is in Suffolk County, New York. Suffolk County Probation in New York has a warrant unit consisting of specially trained probation officers with full time responsibility for the location, apprehension, and arrest of probation violators who have absconded. In 1997, the unit, sometimes with assistance from other probation officers, made 209 arrests of absconders. That number rose to 331 in 1998. Large urban jurisdictions that are well managed can achieve even greater results. In 1998, Maricopa County Adult Probation served an astounding 2,400 warrants for felony probationers.

DEVELOP PARTNERS IN THE COMMUNITY

The involvement of other agencies, organizations and interest groups is critical to the success of probation. Probation administrators should include community leaders and groups whenever there is a need to develop policies, initiate new programs, craft supervision strategies and deliver services. In essence, the community needs to play a vital and participatory role in community

corrections. This may be achieved by:

- Creating a system that has meaningful participation from victims and the community;
- Developing partnerships with neighborhood groups, schools, businesses and the faith communities to bring offenders into an environment that has pro-social supports;
- Establishing cooperative partnerships between probation, law enforcement and other criminal justice agencies that focus on public safety;
- Partnering with human service, treatment and non-profit agencies to provide enhanced services to assess, diagnose, treat and supervise offenders;
- Creating a comprehensive education campaign to make citizens aware of the crime problem, the steps being taken to address it and communicating the message that their involvement is desired.

There are many potential partners with whom to collaborate. When probation agencies build these collaborative relationships, they are often able to effectively supervise offenders, impose greater leverage and accountability over them and return them safely to the community.

Very good examples of such collaborative relationships have been established by Probation Departments in Boston, Massachusetts, and by the Suffolk County Probation Department in Yaphank, New York. In Boston, since the implementation of Operation Night Light and related community partnerships, homicide rates (the intended target) have dropped dramatically. In the years leading up to the change in strategies, the city averaged a hundred or so each year. Since 1995, when the program kicked in, the drop in homicides has been the steepest in the nation. In 1996, the city experienced 61 murders, down from 96 in the previous year (1990 was the high water mark with 153 homicides). In 1997, the toll fell to 43, in 1998 to 35. By August of 1999, the number stood at 17.

Working with the community reduces recidivism and increases public safety. It also provides greater success in securing offender compliance with and completing probation. To build such partnerships, it is essential that probation agencies retool their operations to accomplish the following:

- The role of the probation officer must be redefined (e.g., attending neighborhood meetings, participating in local crime prevention activities), “place-based” supervision strategies must be adopted and non-traditional operating hours must be established;
- Criminal justice task forces must be created (inclusive of human services and/or the faith community) working together to develop enforcement strategies to reduce crime in the community. Such task forces should establish formal written agreements and

protocols, co-locate in community offices, conduct joint staffings and share accountability for curtailing crime;

- Prevention strategies must be developed to work with community partners that engage the child and family in a holistic manner to ensure service delivery to the entire family;
- Community betterment activities should be pursued working with neighborhood groups, business organizations, religious leaders and city agencies;
- Collaborative supervision strategies must be developed to carefully monitor offenders in the community and to hold them rigorously accountable for the payment of all fines, restitution and other just debts. This necessarily includes a protocol for the public both to provide information and obtain feedback on crime issues and offenders in their neighborhoods, and to participate in shaping strategies to address these issues;
- A continuum of sanctions and treatment must be formed across the justice system that ensures rapid placement as a method to maintain public safety and to hold offenders accountable for all violating behaviors.

ESTABLISH PERFORMANCE BASED INITIATIVES

Information-based decision making is paramount. The strategic and rational allocation of resources by probation agencies should be premised on developing, adjusting and retaining specific programs based on their performance.

Good evaluation models must be developed to measure program effectiveness. This includes not only the achievement of clearly defined program outcomes, but also effective program administration. A good program may prove unsuccessful if there was not a good action plan, poor implementation, or staff who were not properly trained or did not understand the program's philosophy.

LEADERSHIP IS CRITICAL

In the final analysis, leadership is the most important ingredient for success. Leadership in probation does not come from unwieldy state bureaucracies, nor does it emanate from the work of agency committees. Clear and effective leadership comes from individuals—individuals who care deeply about probation, who are not satisfied with the status quo, who possess the courage to critique their profession and act with vision and dedication to do something about it. In sum, it flows from individuals who are risk takers, willing to enthusiastically embrace a new narrative for their field and the practice of probation.

HOLDING PROBATION ACCOUNTABLE

Probation will change when those who run probation departments are held accountable for achieving—or failing to achieve—specific outcomes. The paramount outcome

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for probation is public safety. However, there are other valued outcomes that must be addressed if probation is to be successfully reengineered. These outcomes include equality of justice, punishment, crime prevention, and a restorative commitment to victims and communities. These outcomes express the public's expectation that the justice system is doing its job. These are the outcomes that matter and that require ongoing and careful measurement by probation practitioners.

In measuring such outcomes, corrections in general and probation in particular must apply business principles to everyday and long-term operations, except for the pursuit of profit or financial gain. As in business, the focus on clearly articulated results will drive a myriad of everyday supervision practices designed to be relevant to the accomplishment of such results. Three key business practices that must be given due attention include the following:

- Research and development—identifying state-of-the-art strategies for achieving effectiveness with maximum efficiency, and the ongoing pursuit of evidence-based best practices;
- Staffing—ensuring that the values, vision, and competencies of staff for implementing appropriate strategies are related to desired results;
- Management information systems—developing mechanisms for measuring intermediate performance of staff and organizational practices, as well as for the reporting of accomplishments related to desired outcomes.

Reinventing probation will be a dynamic process. It will demand that those working in the field pay careful attention to state-of-the-art research and evaluation regarding the effectiveness of their own practices.

STRUCTURAL ISSUES IN RE-THINKING PROBATION

Many structural issues must be considered in the effort to reengineer probation. They start by recognizing that probation officers have very different perspectives and work within very different systems. It is critical that those who take on the task of retooling probation begin by recognizing what they share in common with others. These commonalities represent the strategic starting point for action.

Those involved in reengineering probation share in common the mission of promoting public safety. They likewise share a commitment to provide effective supervision and control over offenders and to achieving outcomes that the public values. Ultimately, they share an energetic and informed willingness to push probation out of centralized offices and bureaucracies into the neighborhoods and street corners within the communities they serve.

There are numerous structural impediments to achieving the vision and accomplishing the strategies for supervision suggested throughout this monograph. Any

such effort will produce what Robert Merton called "unintended consequences." Initiatives undertaken with only positive intentions in mind frequently can perversely set off negative consequences that often overtake any gains. With this in mind, probation practitioners must be mindful of four specific impediments to reengineering probation, as well as several steps that might be taken to address them.

CASE ASSIGNMENTS AND JOB RESPONSIBILITIES

A commitment to community probation will require a fundamental change in the traditional system for assigning cases used by most probation agencies. Rather than merely assigning cases to the next probation officer on the list, case assignments must reflect geographical specialization. New cases should be assigned by local neighborhoods or bounded geographical areas. Probation officers, in turn, will be held accountable for clearly defined supervision activities and outcomes in their area or neighborhood, rather than for the completion of a finite number of assessments or the submission of administrative paperwork.

Many probation officers are locked into a nine to five daily work routine, one they will find very difficult to break. Nonetheless, if such practitioners are to achieve the goals of community probation, they must necessarily work the hours during which they can be most effective in their assigned area. Market research may be done to determine what these hours should be. It is very likely that evening and weekend hours will become part of their everyday work. "Fortress probation" is not a viable option under this model.

The role of the supervisor will, of necessity, undergo a drastic change. The supervisor will become a resource person for their field officers. He or she may also take on the role of ombudsman to the community. In playing such a role, the supervisor may find that the concerns and needs of the community are quite different than those normally pursued by criminal justice system practitioners. In this scheme, the supervisor becomes the individual who removes obstacles and impediments so that the line officers can perform their community-based tasks more effectively.

HIRING, JOB DESCRIPTION AND TRAINING

If in the long run probation is to be fundamentally reshaped, developing a successful work force will be dependent on the emphasis placed on job descriptions, hiring and training. Given the extent to which the role of the probation officer is redefined, the job description must reflect the new and expanded responsibilities associated with working *in* the community. Probation officers will require such skills as community organizing and advocacy, creative problem solving and a capacity to work as much with adults and local stakeholders as with offenders on their caseload.

The hiring decision will likewise need to change and be tailored to the community. It should be decentralized

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to ensure that staff appropriate to the needs of the community may be hired. Staff should be hired for the particular area in which they will work. In the hiring process those probation staff who have been successful in the field should be used to assist in screening candidates.

Training methods will change as well as probation moves to embrace its new mission. *The adult probation department in Maricopa County in Phoenix, Arizona, provides a model for such change.* New hires there attend a two week training academy followed by a 90-day assignment to a mentorship with a training officer. During the period of mentoring, the probation officer trainee carries a reduced caseload. Within this system, the trainee gains valuable practical experience under the close supervision of an experienced officer. The assignment of a smaller caseload gives the officer a chance to work into the job without being immediately overwhelmed.

CASELOAD, RESOURCES AND TECHNICAL SUPPORT

Any effort to reengineer probation will prove unsuccessful unless caseload issues, resources and technical support are addressed. The feasibility of probation officers being held accountable for geographic areas of assignment is dependent on the manageability of caseload sizes. The paradigm shift that is proposed and the new and redefined role of the probation officer as captured in the job description can be achieved *only if caseloads become much smaller than they are now.* Caseloads averaging 100-500 offenders are absurd.

Resources other than personnel will also have to be committed to the effort. To do the job effectively, the field staff must be comprehensively equipped. If the neighborhood storefront or other such location is to become the probation officer's base of operation, then laptop computers, palm corders, cellular phones and flashlights will become the new tools of the trade.

Technical support is as crucial to probation's relocation to the community as is caseload reduction and an infusion of resources. Clearly sophisticated yet user-friendly management information systems are essential for communication and information retrieval on a daily basis. Once such systems are in place, they provide for an economy of time management and immediate access to information that cannot be obtained in any other way. This, too, will require fiscal support.

Probation department managers must realize, however, that adequate resources will not come until the public is persuaded that probation is more than a "slap on the wrist," a hollow experience that trivializes the offense, demeans and enrages the victim and emboldens the offender. The transformation of probation from being the under-funded, unappreciated and anemic intervention it all too often is to a sentencing option worthy of public support—both moral and financial—depends critically on the capacity of probation to define itself and its mission coherently and convincingly.

COMMUNITY INVOLVEMENT AND SUPPORT

The work of probation becomes easier to the extent it is genuinely involved with the community. It is essential that partnerships be built and sustained with local neighborhood organizations. This increases the leverage that can be maintained over offenders. The Sixth Judicial District in Iowa has also been a leader in surveying its customers, developing partnerships with the community and law enforcement and designing successful treatment programs. In 1997, it developed a comprehensive computerized assessment, MATRIX, to determine appropriate levels of supervision and treatment for targeted offenders. This helped to give the intensive sex offender program less than a 5% failure rate over the past year.

The District has also established a partnership in neighborhood resource centers with law enforcement and neighborhood groups to develop a "Neighborhood Based Supervision" program to intensely supervise offenders on the street, (where they live, work and recreate) in conjunction with the COPS program. Agents participate in weekly staffing meetings with law enforcement partners to target joint activities, and citizens now participate on a Citizens Task Force on Community Justice and a Neighborhood Reporative Board to make offenders under supervision accountable to the people who live in the neighborhood. As a result, the number of crack or disorderly houses in targeted neighborhoods have been reduced from 93 in 1998 to 23 for the same period in 1999.

CONCLUSION

The reinvention of probation requires a sustained effort to ensure that traditional internal forces within probation do not stymie progress. These forces almost always create unimaginative organizational cultures. In such environments it is difficult for probation professionals to see the very real possibility of a dramatically different and more viable future—a future where what they do for a living can be discussed proudly with outsiders. In short, reinventing probation requires leadership committed to enforcing violation warrants, supervising offenders primarily in the community rather than in probation offices, and not directing probation officers to avoid dangerous areas. (Which reduces the possibility of personal harm, but at the same time makes it virtually impossible to be a probation officer!) Probation will be reinvented when the probation profession places public safety first, and works with and in the community.

Serious efforts to reinvent probation will give the probation profession the first chance it has had since its earliest years to establish itself as a viable community-based and community-placed criminal justice option—an option with real public value and real public support. The Reinventing Probation Council, in partnership with the NAPE, the APPA and the Manhattan Institute's Center for Civic Innovation, looks forward to promoting such efforts in cities all across the country. □

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The Community Probation-Community Police Team Process

Full Partners With the Local Community

A VISION OF COMMUNITY SUPERVISION OF AT-RISK OFFENDERS

IT'S SPRING OF 2001. Over half of all officers (now called community probation or community parole officers) work on tightly knit teams with community police officers and community advocates. The teams work closely with community prosecutors, business leaders, school officials, treatment providers, victim advocates, domestic violence experts, public health officials, religious organizations, civic groups, neighborhood councils and organizations and local citizens. The teams' "offices" are located in apartment complexes in designated local communities where the at-risk offenders under their supervision live. The well trained officers are highly visible and well known in the community, even by young children. While their primary focus is problem solving with a caseload of at-risk offenders, the officers also participate in activities such as local crime prevention initiatives, collaborating with community prosecutors and citizens to close abandoned residences used as crack houses, and serving on a local board of advisors to start an after school tutoring program.

Are markedly more resources necessary before this vision can become reality? Will the public readily trust new initiatives by criminal justice and law enforcement agencies? What are the essential ingredients to community probation – community police teams? And, what benefits can be expected?

RETOOLING WITHOUT RELYING ON ADDITIONAL RESOURCES

Daily, we are bombarded with the media's "if it bleeds it leads" approach to crime reporting. Shocking the public and instilling fear is customary and expected. This tactic generates a collective mean-spiritedness that fosters, at least, stereotypical thinking about offenders. By dehumanizing individuals and demonizing the process, offenders are easily viewed as Willie Horton clones. In this atmosphere the view that it is necessary to incarcerate more offenders in prisons and jails easily becomes conventional wisdom.

Many believe that in the eyes of policy makers, legislators, budget decision-makers and the public, probation and parole systems have become irrelevant paper-pushers. Because of the public's perception that lax enforcement of standards for supervision of offenders is the

BY HAROLD B. WOOTEN

norm, probation and parole may be seen more as part of the problem than as part of the solution (Donziger, 1996). While this perception may be misguided to some degree, the public's skeptical views regarding probation and parole's effectiveness may be more right than wrong.

Arguments by probation and parole agencies for more of the correctional dollar to improve the community supervision of offenders fall on deaf ears. Why is this? Because the premise of the probation and parole argument for increased resources is a promise of future benefits. However well intended, the argument appears weak and unattractive...not unlike the following dilemma at Nancy Jean's Country Restaurant:

Welcome To Nancy Jean's
Country Restaurant



WE PROMISE THE FOLLOWING TO OUR
CUSTOMERS:

- Average Food
- Slow and Indifferent Services
- High Prices

BUT, if you and more of your friends come back
often, in the future, we'll provide a better product
in a more pleasant atmosphere!

Thank You and Love Ya!
Nancy Jean And Staff

You and four close friends have followed with keen interest the construction of a new restaurant in your community. The restaurant looks appealing. Finally, it's opening day! As the five of you sit down with great anticipation you are handed a menu. Inside, the menu states boldly:

Like Nancy Jean, probation and parole systems have put themselves in the weak position of arguing that *unless* and *until* they gain more resources, enhanced public safety tasks cannot be performed. This writer believes this apparent bind actually has a viable exit—without additional resources! Nancy Jean had better get really good at something and quickly. Only then can she rightfully expect customers to come back for more. For probation and parole systems the answer is similar and obvious—get good locally with increased public safety steps that reduce new criminal acts by at-risk offenders already in the community. By employing differential risk of recidivism caseloads, more attention can be given to at-risk offenders, while less attention is given to low risk offenders. Compared to inadequate attention to at-risk offenders and the damage to communities, the liability risks to the agencies are negligible. With

finite (and inadequate) resources, agencies cannot excel at everything. When our profession gets good at quickly ferreting out offenders who destroy communities from those who need pro-social support, budget resources will follow. Until then, probation and parole agencies can expect few allies in the budget allocation process.

But the challenge to reduce attention to low risk offenders is against the grain of contemporary practices. Over the past two decades our profession has been its own worst enemy by trying to shed the image of “social workers” and, instead, be seen more as “punishment agents.” Each new initiative has had to meet the test of “tough on crime” by drawing upon images of punishment. An example would be community service orders that require low risk offenders to wear conspicuous jackets while shoveling horse manure behind parades. Over time, these punishment programs have revealed themselves to be vacuous and ineffective. The research literature is clear: not one single punishment program has had a positive effect on reducing recidivism. To the contrary, only well-designed, well-administered offender treatment programs, appropriate to the learning style and criminogenic needs of moderate to high of recidivism offenders, have shown a positive effect on reducing recidivism (Andrews, 1990).

Supervision of at-risk offenders must be retooled. In short, probation and parole systems must do what they say they can do: deliver safe, effective supervision of offenders in the community. To be successful, officers must be thoroughly retrained to be “change agents” and partners with the community instead of “punishment agents.” The task of changing self-defeating anti-social behavior of offenders is and always has been too complex for probation and parole systems (or law enforcement) to carry out successfully alone. Retooling demands new partnerships with community police, private investors, universities, senior citizens, social services, mental health agencies, schools, community organizations and social services of religious organizations. Extensive and cost-effective treatment options must co-exist with swift and certain limit-setting interventions for offenders. Trendy new programs that, in effect, paint over chipped paint cannot accomplish retooling. Instead, parole and probation agencies must commit to training officers in specific skills related to changing the offender's choices toward pro-social attitudes and associates.

GAINING PUBLIC TRUST THROUGH A CLEAR, ACHIEVABLE MISSION

As long as open drug markets, street gangs and wanton violence are a common experience in the community, then citizens will feel unsafe. In spite of well crafted, nifty agency mission statements, the public will trust that probation and parole officers really increase their personal safety to the degree they can see results. A great example of the powerful impact on the public's perception of the success of probation supervision is demonstrated in Boston's Nightlight project. But in most communities, it is unlikely that many citizens could name one local probation officer. To counter this lack of familiarity, probation and parole officers must become “community” probation and parole officers, working full time in the local community.

Community probation and parole must quickly remove from the community the relatively few offenders who willfully endanger the community with their criminal lifestyles. But this action does not translate into a call for “tail ‘em, nail ‘em, jail ‘em” projects. From the perspective of the community members, they want to see officers giving support to the at-risk offenders who choose new pro-social attitudes and associates. It is critical, then, that community probation, parole and police officers actually develop a mindset that they want offenders to succeed. In order

to master this challenge, probation, parole and police officers must be trained to have sharp communication and interpersonal skills and understand fully the power of criminal associates and the force of the family that can either support or sabotage stability and pro-social choices. This is no arena for punishing agents. The most appropriate mission for probation and parole agencies is three-dimensional and sequential: public safety, crime reduction and a long-term crime prevention strategy. This mission is best realized through the use of the Community Probation–Community Police Team[™] (CP–CPT) process.

How the CP–CPT Process Works to Reduce Crime Through Community Partnerships

The CP–CPT process, or *Operation Spotlight*, was developed in 1995 by this author in concert with Herbert J. Hoelter, co-founder of the National Center on Institutions and Alternatives (NCIA). The overarching scheme is for the probation, parole and police officers to play a highly visible, central role in creating partnerships in the local community that help to improve the quality of life. The first order of business toward that end is reducing the number and severity of crimes committed by at-risk offenders by helping them change attitudes and associates from anti-social to pro-social.

The CP–CPT approach meets the test of being a fully integrated process, as opposed to a trendy program. The process focuses investigative and supervision intervention on the at-risk offenders already in the community. The essential ingredients of CP–CPT process developed by NCIA are delivered through extensive formal training, technical assistance, and the use of an automated information system.

Since studies have shown that 50 percent of crime is committed from 3 percent of residences in a community, the teams are located in the communities where the at-risk offenders live and commit crimes. CP–CPT probation and parole officers have caseloads that are limited in size (35–50) and comprised exclusively of at-risk offenders. The offender participants receive intensive supervision from community probation and parole officers. The role of police teammates is to complement the community-based supervision with informed field observations regarding at-risk offenders on supervision. Surveys conducted by NCIA reveal that community police officers report that before participation in the CP–CPT process they could recognize (by face and name) less than 10 percent of at-risk offenders on supervision in the community (Hoelter & Wooten 1997–99). Yet, with the information available describe later in this article, community police officers became quite sharp at recognizing at-risk offenders and their pro-criminal associates. Community police learn to understand offenders' strengths and deficits and are fully abreast of their adherence to the conditions of their supervision. However, community police officers do not become responsible for probation and parole functions: that is, they do not become quasi-community probation and parole officers.

Sharing Information Among Team Members

Probation and parole officers supply the community police team members with significant static background information about the offenders including the following: name, address, phone number, photograph, offense, conditions of release, prior record (including firearms, substance abuse, acts of violence), past co-defendants, known hangouts and automobile tag numbers. This static information improves

the quality of field observations by police and provides a background to get to know the offenders. Additionally, community police officer safety is significantly improved: no longer will a police officer respond blindly to a domestic disturbance at the residence of an at-risk offender who has a history of firearms possession or assault on police officers.

Certain types of dynamic information are not shared, such as treatment providers or details or results of urinalysis. Clearly, community-based police officers' field observations help the probation and parole officers' supervision efforts by grounding case decision-making in the light of a greater degree of factual information. Instead of being limited to how offenders appear and what they may say at a report-day ritual, the community probation or parole officer receives information about the actual behavior of the offender in the community from the perspective of the police and through neighborhood contacts.

The Role of Local Citizens

Informed citizens provide critical linkages to and information about community resources to the team such as contacts for citizen's associations, community leaders, youth programs, faith institutions, public institutions (libraries, schools, parks) and non-profit institutions (hospitals and social service organizations). Citizens are also called upon and encouraged to report to the team alleged criminal activities in the community. The team's job is to investigate the complaints swiftly. For example, a citizen alleges that drugs are being sold on a certain corner and, upon investigation by the police, drug distribution is confirmed. If it turns out that none of the persons involved are on supervision by the team, the information is turned over to police officials for action. However, if some of the participants are on supervision, the matter becomes a team concern as well. Swift interventions are then initiated by the community probation officer. By practice, the results of the team's action are reported back to the citizen, who then is encouraged to provide future reports of alleged criminal activities. The goal is to have citizens know the team members and trust that the team will take action to improve their safety. This interaction allows them to engage in a larger dialogue about possible crime prevention initiatives with other community allies. Citizens are also trained to serve as volunteers with specific tasks with teams.

CP – CPT Team ‘Tone’: Firm, Factual, Friendly

Teams spend a great deal of time working with a wide range of treatment providers, making effective referrals to sources of help, finding support systems or mentors, and engaging an array of community resources. This is consistent with the team's firm, factual and friendly tone and demeanor. Notwithstanding this tone, teams are taught to verify everything. Community probation and parole officers are taught to answer the following question aggressively: “How do you know”? For example, how do you know an offender works where he says he works, lives where she says she lives, or stays away from known drug distribution corners? Much of this verification must come from aggressive, first-hand field investigation work by probation and parole officers.

Because of the sophistication of the intensive supervision practices, the teams discover offender conduct that could technically violate the conditions of release. Yet, teams are taught to recommend incarceration as a remedy for technical violations only for new, serious offenses or if an untenable threat exists to the public safety. Absent these two events, teams address technical violations of conditions by making recommendations for increasingly restrictive local sanctions.

WEEKLY TEAM MEETINGS

Team members meet weekly at a regular time and place in the designated community for approximately 2-3 hours and follow a structured meeting format. By experience we know that the CP-CPT process will not work well without regular, structured exchanges of new information. The purposes of the standing meeting are to accomplish the following:

- to conduct a case staffing on each offender in the pool and review strategies for effective interventions;
- to gain new skills and methods to intervene effectively with at-risk offenders;
- to gain knowledge of existing community resources; and
- to develop techniques for gaining support from citizens.

Officers decide when joint home inspections, visits with family members or curfew checks enhance the quality of supervision. As part of the weekly team meeting, local citizens, leaders or key representatives from community resources give presentations to the teams. The purpose of these presentations is for team members to gain a thorough understanding of the services offered by the agency or organization, their unique intake process, logistical information required of offenders and all relevant procedures, rules, requirements, necessary paperwork and the key contact persons. On-site visits and inspections by a select team member follow the organization's presentation. Experience has shown that individuals within organizations will work hard for each other (and therefore offenders) if the individuals involved know of each other's work and share mutual respect.

Team members also prepare and give formal and information presentations on the goals and practices of the CP-CPT process to provide information and elicit the support of community groups. The organizations vary in each community but may include homeowners associations, insurance groups, civic associations, religious groups, schools, legislators and the media. In short, teams become a part of the fabric of the community by their expressed values and participation in community functions. Volunteers are sought to help support teams and to assist offenders under conditions supervised by team members.

TRAINING

This author cannot overstate that the CP-CPT process is not a program held together by a few new policies and procedures. It is a refined process that fundamentally changes how community correctional officers, law enforcement and citizens address the problems of local crime (generally) and the problems presented by at-risk offenders (specifically). Training is directly associated with team success.

The tenets of the CP-CPT process, while eclectic, draw upon the belief that offenders can change self-defeating behaviors by developing pro-social values through support from the family and community. An assumption is advanced that the problems of at-risk offenders are too numerous for well-meaning probation and parole officers. Instead, well-trained teams are more effective and efficient than individuals acting alone. Moreover, the complexities of problems posed are best addressed by gaining the views of diverse team members and other allies with special expertise. The training thoroughly covers a set of essential ingredients that practitioners must master to increase public safety, reduce the crimes committed by at-risk offenders and become a part of the fabric of the community.

GOALS FOR CP-CPT PROCESS:

- To increase the safety of officers and local citizens;
- To create a process that facilitates the exchange of information between community probation, parole and community police officers regarding the circumstances and behavior of at-risk offenders in the community;
- To provide a mechanism that engages local citizens and the resources in the community in solving the problems posed by at-risk offenders; and
- To provide community probation and parole and community police officers with the knowledge, skills and attitudes to help at-risk offenders develop pro-social attitudes and associates.

The benefits of the CP-CPT process are appealing by common sense. But, the underlying techniques require more than common sense. The knowledge, skills and attitudes achieved from the training are drawn from the following: contemporary correctional literature; organizational development and change theory; high performance team building theory and practices; the principles of structured family therapy; relapse prevention; community asset mapping; contemporary field safety practices; streamlined due process and administrative procedures; and relevant proverbs and lessons of wisdom. The critical element is that the training begins with the values and beliefs that participants bring with them and then puts those values and beliefs into action. NCIA surveys reveal that 70 percent of over 300 participating managers and probation, parole and police officers tested came into their professions "to make a difference in the lives of others." (Hoelter & Wooten, 1997-99) Not surprisingly, graduates of training state "this is what I came into the profession to do." Probation, parole and police managers report that teams are aggressive, their work is personal to teammates, and the team members feel and act empowered. Most frequently, graduates state that as team members (and in other areas in their lives) they now listen and communicate more effectively. In exchange for the specialized training, officers commit voluntarily to work on a team for at least one year.

The pattern of all training modules reflects the respect appropriate for talented adult learners. Modules are relatively brief on didactics and significantly longer on team practice and summary consensus. Participants conclude modules with a "Bulleted Pearls of Wisdom" exercise which may take the form of "three things you must do when confronting a mentally ill offender" or "five things never to do when eliciting the support of community organizations." This practice helps trainees retain what otherwise may be too complex to remember.

The training process begins with a two-day managers' training session. Experience has shown that it is imperative that key decision-makers, supervisors and managers receive a modified version of the training before their participating officers so that managers are well informed as to the skills and techniques required. This approach facilitates the support and ownership of managers.

Officers then attend two, four-day training sessions. Unit one focuses on high performance team building, officer safety, and community asset mapping. After the officers have several months of experience focusing on logistical issues and community asset mapping assignments, unit two occurs. Unit two focuses on identifying the multiple problems at-risk offenders pose and the most effective sources of help in the community. Formal training is supported by select readings, videotapes, electronically shared best practices, and one-day quarterly training events designed by participants.

Realizing that attitudes and associates are the two biggest predictors of future criminal behavior, emphasis is placed on foreshadowing, family interventions through genograms, triggers of relapse, mediation and negotiation skills, managing conflict by converting to problem solving, and understanding the dynamics of change. Teams are taught the Case Specific Planning System, developed by the NCIA, which complements existing agency case planning methods. Since officers are expected to work in the highest crime areas with the highest risk offenders, considerable time and attention is devoted to officer safety theory and practice through scenario-based training exercises.

RECURRING TEAM STORIES

Already in the third year of operation in 37 sites, it is clear that enthusiastic teams that have no comparison with previous supervision practices are active in the community, exchanging unprecedented

information about at-risk offenders and offering public safety practices and assistance to offenders.

The following examples demonstrate the results of new partnerships that teams have forged and some of the ways officers do their jobs more effectively.

- During one team meeting, a juvenile justice officer learned from a police team member that there had been a domestic violence episode involving the parents of one of her youthful offenders. On further investigation, the team learned that the juvenile was often forced to hide in a dark basement to avoid abuse. This violence led the youth to runaway and contributed to other associated problems. This information allowed the officer and the other team members to increase interventions with the parents and to more effectively intervene on behalf of the juvenile.
- In one incident, a team was making a nighttime home interview when the police officer received a call that several suspects had abandoned a stolen car behind the house the team were visiting. The police member of the team gave chase and recognized one of the suspects because he had visited the suspect's home with another community probation officer team member. The police officer alerted the assigned probation officer who in turn reported the event to the court.
- In one rural community, doctors and nurses have linked with the local team to implement a Hope and Healing program. The medical staff members make appointments to visit community members in their homes to give information on healthcare resources and to provide medical assistance to offenders and their families who otherwise would go without appropriate attention.
- In many sites, community prosecutors meet regularly with the team members. Even in at a few sites, when officers had requested a warrant for violation of probation in a matter of public safety prosecutors had hand carried the warrant application to the appropriate judge for action. In most cases, this warrant is issued, given to the community police officer and served all in one day.
- One suburban team has created a job bank with corporations and businesses in and around the community. Clients with certain trades (i.e. printing or graphics) are assisted in preparing resumes and mock interviews are conducted in team offices.
- Several teams have implemented a voluntary curfew program called Operation Midnight to help alleviate the problem of juveniles on the streets from midnight to 6 a.m. Parents and guardians are given the opportunity to execute a consent form that contains pertinent information on the juvenile and authorizes the team to escort the juvenile home if found on the streets between midnight and 6 a.m. Parents can also request an earlier curfew.
- In another rural community, the local team organized a community service project to beautify a local park that had been the center of drug distribution in the community. The park was in such disrepair that children no longer would play there. Over 30 juveniles on probation spent three, 8-hour days scraping and painting playground equipment, landscaping, fixing basketball equipment and sealing blacktop for the

basketball court and parking lot. A local business establishment provided food to workers at no charge. The playground is now a haven for local children.

- One team was concerned that at-risk offenders were being released from prison to their local community ill prepared to find adequate housing and employment. Some offenders were becoming homeless within days of release. The team joined the community in providing documented case studies to responsible agencies that lead to significant changes in release procedures.
- Several teams have been trained to provide cognitive behavior treatment to offenders who would otherwise go without treatment. Officers voluntarily rotate weekly classes for adult and youthful offenders.

OUTCOMES

The CP-CPT process has been underway in Maryland since July 1997 as part of Lt. Governor Kathleen Kennedy Townsend's Hotspot Communities Initiative. While formal longitudinal outcome studies are in progress, preliminary crime statistics indicate that in the first 12 months, Part 1 crimes dropped in 24 of 33 HotSpot communities where data was available, including double digit decreases in 19 sites. Statewide, crime in the HotSpot communities decreased by 20 percent as compared to 9.5 percent in surrounding counties. These results are particularly encouraging since the HotSpot communities are neighborhoods where crime fighting strategies have met with limited results in the past. As a consequence of these results, Governor Parris Glendening has nearly doubled the initiative sites this year.


SUMMARY

The CP-CPT process has demonstrated the benefits of probation, parole, community police and the local citizens working together on the problems of crime committed by at-risk offenders already in the community. Probation and parole officers have the opportunity to really know at-risk offenders, their attitudes and associates, families, problems, strengths and deficits. They no longer rely on brief, disingenuous exchanges. Community probation/parole officers have become pro-active participants in the supervision process rather than retrospective monitors of failure.

Community police officers have learned who the at-risk offenders are, with whom they have associated with in the past when engaged in crime, where they commit the crime, which offenders want to change their behavior toward pro-social choices, and what support they will need to solve complex problems. All of this focused activity has helped police officers be sharper in their community police tasks and increases their personal safety.

Community leaders and organizations have had an opportunity to make a real difference in the lives of community members who often need the greatest amount of help and support – at-risk offenders. Additionally, collaboration with CP-CPT teams helps them gain the assistance that may be critical to their crime prevention strategies.

At-risk offenders who are motivated to try out community-held, pro-social values have been given significant support to succeed. Teams have expressed directly to offenders that they want them to succeed. As a consequence, offenders have begun to see probation, parole, police and community advocates as potential allies. That equates to a pretty good opportunity to make it in the community. Offenders also become



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aware quickly that the teams possess an enormous amount of contemporary information. They learn that today, criminal activities will be harder to hide than in the past and "what happens in the dark will come to light...and soon."

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Harold B. Wooten is the President of Wooten Associates, Inc. and Project Director with the National Center on Institutions and Alternatives for "Operation Spotlight"

Neighborhood Accountability Boards:



The Santa Cruz County Approach

SANTA CRUZ COUNTY, CALIFORNIA IS SET IN AN IDYLIC NATURAL ENVIRONMENT. With the Pacific Ocean serving as its western border, the rugged Santa Cruz Mountain Range stretching to the north and east and the rich agricultural land of the Pajaro Valley extending to the south; this 441 square mile area has a population of nearly 250,000. With a diverse cultural mosaic, the county is home to immigrant farm workers, small business owners, Silicon Valley corporate leaders, students and professors from the University of California campus and lifelong residents. Both the area's geography and cultural composition create formidable challenges to political leaders and policy makers charged with balancing the needs and demands of the community at large.

With the exception of substance abuse rates, reported as higher than the national average, Santa Cruz County has experienced overall decreases in violent crime which correspond to national trends. This has not always been the case. As a result, law enforcement agencies came under close scrutiny by constituents who sought to restore the image of their community as being a safe place to live. Led by the work of the county sheriff and the chiefs of police, innovative community policing approaches began to take root. A shift in priorities allowed for more of a partnership between law enforcement and the public. Among the benefits

realized by this approach were increases in the number of Neighborhood Crime Watch areas, higher rates of volunteerism and a general sense that the police were more involved as active members of the communities being served. Concurrent to the growing popularity and successes of community policing was the renewed interest in the complimentary approach of prevention and early intervention with juvenile offenders. System of Care (a California Mental Health reform model for the delivery of social services, which seeks to provide consumers with the greatest benefit at the lowest cost for the available public funds) nurtured collaboration among government agencies and community based organizations. This paved the way for innovative and creative programs to emerge. An emphasis was placed on finding ways to engage communities in the process of crafting solutions to the broad spectrum of problems faced when dealing with crime. The balance of this article will discuss the specific efforts of the Santa Cruz County Probation Department and their involvement with communities in the development of neighborhood accountability boards (NABs). Before doing so, however, it seems important to provide a context within which the probation department refocused its philosophy and aligned more closely with the principles of restorative justice.

The probation department in Santa Cruz has always been interested

BY JEFF BIDMON, LAURA GARNETTE AND TONI SPENCER

in fostering creativity, while keeping pace with contemporary “best practices.” It was not much of a surprise then, when a few years ago, a substantial amount of restorative justice literature circulated throughout the department. This sparked a hearty collegial debate, and a wide scope of views emerged. Justice system reforms occurring internationally inspired the rethinking of our mission and goals, allowing for the potential redistribution of agency resources. Welfare Reform legislation on federal and state levels seemed to provide the proper moment in time to demonstrate the congruity of the new public assistance priorities and the competency building potential of restorative justice programming.

With the help of welfare reform funding, three new staff positions were created within the probation department, with specific objectives to address issues of employment development, community resources and victims services. The individuals assigned relate to each other interdependently, sharing areas of overlapping interest. Each is involved in the development of restorative justice programs. Initial priority was given to the development of victims services, as this was identified as an area of great need and thin resources. An array of programs are currently being implemented, some of which are expected to serve as resources for the NABs. In retrospect, the decision to attend to victims first contributed to the natural progression of restorative justice programming, in that it helped to shape decisions made later regarding the victims’ involvement in the NABs.

The department’s current focus is the incubation and growth of neighborhood accountability boards. Legal authority for the Neighborhood Accountability Boards lies in the State’s Welfare and Institution Code and Federal Title 13. The federal guidelines specifically direct probation to consult with the victim and to involve the community in drawing up an agreement and supervising the offender. The section of the California Welfare and Institutions Code defining informal probation, compels the probation officer to make a diligent effort to proceed under that section when probation determines that the interest of the community and the offender can both be protected. While Santa Cruz County has made wide and effective use of diversion and the informal handling of cases through the years, it is only now with the focus on balanced and restorative justice that due notice is being taken of the victim, and “community” has been regarded in its most literal sense.

The intent of the department is to make handling of cases by NABs an option in all county jurisdictions. Following a literature review, a contingent from Santa Cruz County visited a NAB in Sacramento County and met with their staff. Participants included two community members, a university intern, a police department sergeant and three probation officers. The group returned with a commitment from both the police department and the Rotary to assist in the creation, training and management of boards. An in depth look at other counties was undertaken and was followed by a discussion of the unique strengths and limitations that would shape the Santa Cruz boards. The following essential elements of board framework were identified:

- involvement of crime victims whenever possible;
- effective case management; meaningful community service projects;
- candidate screening by offense rather than by offender characteristics;
- maintaining a balanced focus;
- careful preparation of all parties; and
- ensuring a voluntary and respectful process

Building on the awareness of victim issues, the involvement of victims was made the first priority in Santa Cruz’s boards. Including the victim in the process relieves the probation officer of the role of intermediary and both the victim and the offender stand to gain if the systemic distance between them is eliminated. Should the offense not have a singular or immediately identifiable victim, a community person who is most affected by the offense will be invited. If, for example, a neighborhood park suffers graffiti vandalism, the victim might be represented by the park employee charged with the clean-up or a park-user and resident of a nearby home. While inclusion of the victim creates some challenges, it also provides a better opportunity for restorative goals to be met. Victims deserve to have a say in crafting reparative solutions and having any questions answered. Ideally, this process will foster reciprocal compassion.

Another element setting the NABs apart from the traditional way of dealing with minor offenses is the inclusion of a case manager. That individual will support the offender in the completion of the requirements of the NAB contract and hold them accountable if they fail to meet those requirements. It is envisioned that an employee of a community-based organization, probation staff or a community member could hold this position. One of the contract requirements will almost certainly include involvement for the youth in meaningful service to their own community. The board will identify service projects that reflect the true needs of their community, thereby, providing an opportunity for the youth to be perceived as offering something of value. Already proposed by a potential board member in a rural part of the county, is a project involving youth in cutting and delivering firewood to elderly residents. Such an area specific project will work best if organized by people living within that locale and will serve to strengthen the region’s participation in the cultivation of NAB resources. Some active restorative projects developed with the community in this manner include: an existing youth garden program where delinquent teens practice horticultural, sustainable agricultural and entrepreneurial skills, while providing low cost garden products to the community and a community work

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crew which handles graffiti clean-up, non indigenous plant removal, flood abatement; and building maintenance. When poor weather preempts outdoor work, this crew's participants are tutored in employment readiness skills. It is also anticipated that NAB sanctions may include the youth working directly for the victim or for a charity selected by the victim.

Candidates for NABs will be screened by offense instead of by offender. A juvenile, who is already on probation and commits a crime that is relatively minor, may still be eligible for participation in a NAB. Not only would this practice reduce the number of cases heard in an already overcrowded court, but the sanction could be more specific to the elements of the crime. Holding some of these juveniles accountable to the communities in which they live may prove more effective in repairing the harm they cause. This option becomes even more attractive when considering the possible loss of impact rendered by an over-exposure to the juvenile court.

Well-meaning adults often spend considerable time trying to determine exactly what makes a youth behave in an aberrant way. At worst, this form of over-analysis can have a paralyzing effect on the delivery of relevant services; at best, it perpetuates the all too common pattern of focusing primarily on the offender. Research indicates that meaningful relationships with appropriate adults are paramount in strengthening bonds to the community. It has been further demonstrated that the more bonded youth are to their community, the less likely they will be to engage in delinquent behavior. Since NABs are not counseling sessions, the board is more likely to view the harm caused by the crime as a conflict between the juvenile and his/her victim or community. The process of working through these conflicts is expected to build relationships and fortify bonds between young people and their community elders.

In order to offer balanced solutions, all parties must be adequately prepared and know that their involvement remains voluntary throughout the process. There will be considerable focus placed on pre-hearing preparation to insure that the involved parties are ready to face one another and can do so in a respectful manner. Establishing simple ground rules and holding to effective communication skills will help to keep the process moving in a productive direction.

As probation representatives visited existing community organizations to present the concept of the NABs, they were consistently met with enthusiasm. The depth of community interest was immediately apparent in all jurisdictions. One law enforcement agency in the county staffs a full time victim advocate, an aspect that was particularly appealing, given the intent to involve victims in the process. That agency has made their advocate available to a NABs in their community. In a rural part of the county, a local non-profit agency has done extensive work in the process of defining community values and has an active and passionate volunteer base. They have offered staff time and support, both critical, as the probation department currently has limited resources in this area. By necessity as much as design, Santa Cruz County began to genuinely rely on the communities themselves to bring about the creation and management of the boards.

As the pace quickens towards the inauguration of Santa Cruz County's first boards, probation staff involved in the endeavor are struck most by the breadth of knowledge and insight offered by the communities initially targeted. This has provided a resolute understanding that sincerity in the collaborative process will involve practitioner humility and the sharing of traditional authority. While restorative justice practices have created an exciting systemic shift, many community members have long held the philosophy that neighborhood problems can be best addressed on a local level. It is our intent to participate in creating an environment where traditional wisdom resurfaces and serves to buttress contemporary community values. The development of neighborhood accountability boards is one example of this ambitious goal. Others become apparent as services within our department reorganize around restorative justice themes. There is general agreement among staff, that we still have a considerable distance to travel. However, every internal interaction that mirrors a restorative idea builds upon the emergence of a restorative culture in our greater community. □

Toni Spencer, Laura Garnette and Jeff Bidmon comprise the core of the Santa Cruz County Probation Department's Restorative Justice Initiative in Santa Cruz, California.

American Probation and Parole Association *Turning Silver into Gold* 1975 - 2000



The American Probation and Parole Association will celebrate its silver anniversary in 2000. Twenty-five years of success and constant growth has built APPA as the voice of probation and parole. APPA's founders, consisting of a group of probation practitioners, were angered by the lack of national representation for their own field and recognizing that probation could no longer exist without a national level association, formed the American Probation Association. The founders immediately realized that probation had a "twin," and renamed the organization as the American Probation and Parole Association.

People uniting together for a common purpose created the American Probation and Parole Association. Dissatisfied with status quo, the founders sought to define probation and parole's national priorities rather than become defined by other related organization's priorities. Today, the American Probation and Parole Association represents over 26,000 professionals from all job categories in community corrections. We are leading the way in meeting the challenges and needs of the profession and our communities.

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A Look Back.....

"Respect for the Past with Eyes to the Future: A Beacon for the New Millennium"

Record Attendance

Over 2,500 participants gathered in New York City for APPA 24th Annual Training Institute, August 22-25, 1999. This record level attendance can be attributed to many factors, including an outstanding slate of workshops and dynamic general session speakers. Much of the success of the Institute, however, is largely a result of the dedication of the local host and co-sponsoring agencies that worked diligently to promote this Institute. Though there were too many people to name individually, APPA sincerely thanks these agencies and the individuals involved in making this the most success institute in APPA history.

Program

The Institute opened Sunday evening with an informative session entitled, "Combatting Correctional Quackery: What We Know and What Needs to be Done." Paul Gendreau, Ph.D, Professor of Psychology and Director of the Criminal Justice Studies Center at the Saint John

context for concern and how the report was developed. Mario Paparozzi, Assistant Profession at the Department of Law and Justice at the College of New Jersey unveiled a model for a reinvented probation. For those who were not able to attend the Institute, this report is the featured article of this issue of *Perspectives*.

Another highlight to the Institute was the dynamic plenary session by highly-acclaimed Delbert Boone, President of NND Inc. in New York. In his session "Recidivism: Addiction and the Criminal Offender," he urged attendees to re-evaluate and revolutionize thoughts about crime, punishment and prisoners and to think of a better way to bring about a productive end. Mr Boone, a recovering alcoholic and drug addict, used personal experiences to illustrate that criminal recidivism is a function of active drug and alcohol abuse and much of the treatment that inmates are receiving is inadequate. Special thanks to GWC, Inc. for their sponsorship of Mr. Boone's presentation.

In addition to the plenary sessions, the institute offered over 80 of the highest rated workshops and intensive sessions ever. With topics including community partnerships, restorative justice, judicial concerns, as well as juvenile and victims issues, attendees had the opportunity to tailor their training to meet their own needs.

The Institute's program was concluded with "You Can Change the Shape of Your Mountain," presented by Mary Previte, Administrator of the Camden County Youth Center in Lakeland Complex, New Jersey. This motivational session left attendees refreshed and ready to return to their jobs and put into action what they had learned over the last three days.

Exhibit Showcase

The 1999 Annual Exhibit Showcase was once again one of the largest in APPA's history. Over 90 companies gathered to give participants the opportunity to see, test and discuss the latest products and services



Institute attendees participated in over 80 interactive workshops. (photo courtesy of Gary Messinetti)

Campus of the University of New Brunswick revealed how enacting rational policies in community corrections rests, in part, on exposing inadequate training, the lack of technology transfer and the common-sense revolution. Accompanied by guest speaker Steven McDonald, former New York Police Officer, the session was highly informational.

One of the major highlights of the Institute was the release by the Manhattan Institute of a report entitled "Broken Windows Probation: The Next Step in Fighting Crime." The report is the work of John DiIulio, Professor of Public Policy at Princeton University and thirteen veteran practitioners. During the Institute's plenary session entitled, *Reinventing Probation – A Global Strategy* Mr. DiIulio discussed with attendees the



Over 90 companies gathered to showcase their state-of-the-art products and services. (photo courtesy of Gary Messinetti)

available to the field. Participants had three days to discuss their agency's specific needs with suppliers and service suppliers assembled in one convenient location.

The social activities in the exhibit hall have always been an exciting part of the Institute. These receptions gave participants an opportunity to relax after a workshop filled day and network with old and new acquaintances. The opening reception, sponsored by APPA Corporate Members, kicked off the Institute and welcomed attendees to New York City. With lavish New York City-themed decorations, live street performers and authentic New York City cuisine, there was no mistaking that you were in the Big Apple. A special thanks goes to the APPA Corporate Members who sponsored this event—BI, Incorporated; House Arrest Services, Inc.; NCTI; PharmChem Laboratories, Inc.; Roche Diagnostics Corporation; SecurityLink from Ameritech; Tracking Systems Corporation; and VoiceTrack.

Gala Event

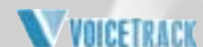
This year's gala event at Ellis Island offered attendees a truly memorable evening. The event started with a relaxing ferry ride from Battery Park to Ellis Island, which gave participants a spectacular view of the New York City skyline. Attendees were then ushered into the Great Hall where a delicious dinner awaited them. After dinner attendees visited the Ellis Island museum exhibits and strolled around the American Immigrant Wall of Honor where the names of some of the more than 20 million people who immigrated through New York Harbor could be found carved in stainless steel. The nationally known musical groupm The Trammps provided the evening's entertainment. A special thanks goes to the many sponsors for making this a memorable evening!



Participants of APPA's gala event enjoyed the spectacular skyline on the ferry ride to Ellis Island. (photo courtesy of Gary Messinetti)

Thank You to the Sponsors of the APPA 24th Annual Training Institute

APPA wishes to recognize those companies whose generous support of the APPA 24th Annual Training Institute has allowed APPA to maintain its high standards of institute training and contributed to the future of community corrections.



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1999 APPA AWARDS

APPA Awards
Recognizing Accomplishments

The annual awards of the American Probation and Parole Association were presented during APPA's 24th Annual Training Institute in New York, New York, August 22-25, 1999. Congratulations to the award recipients in recognition of their contributions and dedication to the probation and parole profession.

Scotia Knouff Line Officer of the Year Award



Frances Bruce
Juvenile Probation Officer
Cook County Juvenile Court
Chicago, Illinois

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

Frances Bruce is a tireless humanitarian with the qualities of a great juvenile probation officer: patience, understanding, and a motherly wit. Her great optimism shines through when she interacts with clients, convincing them that life is what you make it. She is very stern in her decision making and impresses upon her clients the importance of always trying to do the right thing.

Ms. Bruce has a Bachelor's degree in corrections and a Master's degree in criminal justice and corrections. She has been with the Cook County Juvenile Court for approximately 10 years and works with youth in Chicago's south side. There, her diligence, hard work, can-do attitude and cooperative spirit have served her, her clients, and her community well. She has been recognized for her tireless efforts to make the community safer.

Through life's struggles, Ms. Bruce has overcome various obstacles and remained dedicated to her profession and family. She volunteers in many church and community programs, and is involved in numerous organizations including the Illinois Probation Association, American Probation and Parole Association, Black Star Mentor Program, the "We Care" Role Model Program, Burning Torch of Love Community Organization, and the Fellowship M.B. Church Youth Counselor and Missionary.

APPA Member of the Year Award



Stephanie Hennessey
Probation Officer
Mercer County Probation
Department
Trenton, New Jersey

The APPA Member of the Year Award recognizes the work and energy of an APPA member.

It is open to current APPA members who have been members for at least a year and who have provided significant contributions to the organization

through promotion of the vision and mission of APPA. Elected members of the APPA Board of Directors or the Executive Committee are not eligible to receive this award.

Stephanie Hennessey has been a probation officer with the Mercer County Probation Department for more than 14 years. She received a Bachelor of Science in criminal justice from Trenton State College and has also attended the University of Minnesota.

Ms. Hennessey has been a member of APPA since 1993. She has served as an affiliate representative to APPA's Board of Directors for the Probation Association of New Jersey and is a member of the Legislative Committee. She has served on the APPA Institute's New York City Host Steering Committee since its inception and has been co-chair of the gala event. She may be best known as Miss Liberty, who has dressed in a Statue of Liberty costume and sung "New York, New York" to attendees at APPA's winter and annual institutes for the past two years.

Currently the Second Vice President of the Probation Association of New Jersey, Ms. Hennessey also served as Treasurer of PANJ from 1991-1995. She has been involved in coordinating the PANJ Annual Training Institute since its reinstitution in 1991, and has served as its Program Chair since 1995. In 1997, PANJ presented her with its prestigious John Augustus Award. Ms. Hennessey also belongs to the Delaware Valley Law Enforcement Officers Association.

Ms. Hennessey has been a cantor at St. Mary's of the Assumption Byzantine Catholic Church in Trenton, and is involved in numerous church functions throughout the year. She has also volunteered for more than 25 years to The Sisters of St. Basil the Great in Uniontown, Pennsylvania.

APPA President's Award

Maricopa County Adult Probation Department

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

The Maricopa County Adult Probation Department (MCAPD), located in central Arizona, has developed an innovative, responsive approach to their community, which is reflected in their mission statement: "To Enhance the Safety and Well Being of Our Neighborhoods".

The MCAPD recognizes that a restorative justice approach, balancing protection of the community, competency development of the offender and accountability to victims, will ultimately accomplish their goals. The department has emphasized enforcement of court-ordered

financial sanctions by creating specialized financial obligation caseloads which, over the two year period have resulted in a 57 percent increase in collections. They have developed a full continuum of intermediate sanctions and programs that address these central issues. Maricopa County has created various education programs that have proven to be successful with probationers. The average passing rate for the GED test is 79 percent, which exceeds the state average of 72 percent. Another successful program is Suns Night Hoops. This is a non-profit education, employment and recreation program for males between the ages of 18 and 25 sponsored by the Phoenix Suns and coordinated by a working partnership of the Suns, NCTI and the department.

In 1992, Maricopa County was one of the first to implement a post-adjudicated Drug Court. Through research conducted by the RAND Corporation, it was found that Drug Court cases had greater participation and retention in treatment by 92 percent compared to 20 percent. The department's operation of specialized Sex Offender Units is recognized as a model for the community supervision of sex offenders. Within this program, offenders are placed in individualized therapy specifically designed to address their needs. The probation officers that supervise these caseloads work closely with offenders' family, employers and other elements of their support system.

Community involvement is also a priority for the department in pursuing its mission. Officers attend neighborhood association meetings, conduct community service clean up projects, establish satellite offices within neighborhoods and partner with numerous agencies already involved in communities.

Community Awareness Through Media Award



Bill Moyers
Public Affairs Television, Inc.
New York, New York

In 1997, the American Probation and Parole Association established the Community Awareness Through Media Award. This distinguished ad hoc award recognizes a media broadcast, publication or film capable of reaching a national audience, which broadens the public's awareness and understanding of issues in the American criminal justice system. The recipient will have shared the vision of APPA, in which community partnerships are restoring hope by embracing a balance of prevention, intervention and advocacy, or have covered the American criminal justice system with accuracy, fairness and balance.

Few people have used the medium of television to explore the world of ideas as well as Bill Moyers. Journalist and commentator, author and interviewer, winner of more than 30 Emmy Awards, Moyers has approached and explored a wide variety of topics through television.

Since 1971 when he became editor-in-chief of *Bill Moyers Journal* on PBS, he has been associated with some of public television's groundbreaking programs including documentaries on a wide range of political, social and health issues. His five-part series, "Moyers on Addiction: Close to Home," aired nationally on PBS on March 29-31, 1998. It was inspired by Moyers' son's battle with alcoholism and drug addiction and his family's struggle to cope with it. The program showcased certain intervention programs and a movement in Arizona to reform drug policy based upon a public health model. The Maricopa County Adult Probation Department was highlighted in this segment and featured Norman Helber, Chief Probation Officer, Maricopa County Adult Probation Department.

In nominating Moyers for this award, Helber characterized the series as an "unprecedented look at addiction and recovery in America... (As such) it is an appropriate and exceptional nominee for this award." It is by such exemplary media coverage that the public's awareness and understanding of criminal justice issues is broadened and enhanced. The American Probation and Parole Association is pleased to present its Community Awareness Through Media Award to Bill Moyers in recognition of this contribution toward the realization of APPA's Vision.

University of Cincinnati Award

Honorable Braxton L. Kittrell, Jr.
Presiding Circuit Judge
Thirteenth Judicial Circuit
Mobile, Alabama



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

The Honorable Braxton Kittrell initiated the process to create a community-based corrections facility in Mobile, addressing the needs of the community and alleviating jail overcrowding. His drive behind enforcing this process was his concern for community safety, victim assistance and offender accountability. His dedication to his profession has always been community based.

Judge Kittrell presents foresight, hard work and persistence when it comes to his responsibilities. Judge Kittrell has shown that he is an upstanding and honest man who takes pride in his work. He has earned respect from those around him and has used various innovative tactics to rectify the problems that are brought forth today.

Judge Kittrell has a Juris Doctor Degree and was first elected to serve in 1976. In 1989, he became the Presiding Circuit Court Judge. Judge Kittrell is on the board of regents of the International Academy of Trial Judges and on the board of directors for the Alabama Association of Circuit Judges. He also participates in many other organizations: chairman of the Alabama Judicial Inquiry Commission; chairman of the Jail Oversight Committee; charter member of the National Association of Drug Court Professionals; Alabama Supreme Court Committee on Criminal Rules and Procedures; Mobile Bar Association; Alabama State Bar Association; American Bar Association; American Judges Association; and American Judicature Society.

Sam Houston State University Award

Donald G. Evans
President, Donald Evans & Associates
Toronto, Canada



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

Donald Evans is a past President of the American Probation and

1999 APPA AWARDS

Parole Association and a past president of the Probation Officers Association of Ontario. He is a member of various organizations, including the American Society of Criminology and the Institute of Public Administration of Canada, and is currently Treasurer of the International Community Corrections Association. Mr. Evans has published several articles in many well-credited publications. Among these successes, he has been awarded the American Probation and Parole Association's Walter Dunbar Award, the International Community Corrections Association's Margaret Mead Award, and the American Correctional Association's E.R. Cass Award.

Mr. Evans is the president of Donald Evans & Associates, which focuses on conducting workshops at various conferences, giving advice on criminal justice matters, and facilitating strategic planning exercises. Mr. Evans is also an adjunct professor in Penology and Policing at Woodsworth College. He has served in various positions of importance in the criminal justice field and has dedicated much of his life to that field.

Mr. Evans has three Bachelor's degrees, has taken many specialized courses, and has broad knowledge in the criminal justice arena. His many awards and accomplishments attest to his excellent character, work ethic, and professionalism. Mr. Evans' expertise is reflected in the more than 80 articles he has written for publication in journals such as *Perspectives*, *Correctional Options*, *Proceedings of the American Correctional Association Annual Congress*, *Canadian Journal of Criminology*, *Forum on Correctional Research*, *The Police Governor*, *ICCA Journal on Community Corrections*, and *Corrections Today*.

Walter Dunbar Memorial Award



John "Jack" Rossi
Assistant Commissioner
New York City Department of Probation
New York, New York

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

Jack Rossi plans to retire later this year, ending 27 years of dedication to community corrections. Through his tenure, he inspired loyalty and dedication in probation officers. At the Smith-Bell Day Treatment Center, he created a program for probationers who violated their probation. This program provided them with employment counseling and academic training. He also created the Kings Juvenile Offender Program, which held the same concepts.

Mr. Rossi is a strong believer in rehabilitation and feels that offenders can become productive citizens in today's community. He is a gifted administrator and visionary. As he began his career with the department, he was assigned to the intensive supervision program. He has been able

to expand and further develop this program. Because of his dedication to ISP, he has helped many probationers turn their lives around.

Mr. Rossi is one of the most dedicated and diligent probation officials. He has a strong religious background and has the "old-school" thinking that anyone can change. His belief in the appropriateness and effectiveness of the probation system has earned him respect in all quarters of the criminal justice system.

Joe Kegans Award for Victim Services in Probation and Parolee

Karen Taylor George

Victim Services Administrator
Department of Corrections
Raleigh, North Carolina



The Joe Kegans Award for Victim Services in Probation and Parole was first presented in 1998. This distinguished award was established as a tribute to the late Judge Joe Kegans, a founding member of the APPA's Victim Issues Committee, who devoted her career as a jurist to bettering the lives of all with whom she came into contact. This award honors the individual working in community corrections who has provided exemplary services to victims of crime.

In 1996, Karen Taylor George was hired by the state Post-Release Supervision and Parole Commission as its first victim services administrator. At that time, the prisons were drastically overcrowded and many people were being paroled. She created an easily understood information sheet that explained the parole process. She then thought it would be better if more victims were able to talk with the commissioners. She met with the governor's Crime Commission and was granted funding to provide video conferencing for the victims.

Ms. Taylor George has a Bachelor's degree in psychology and is earning a Master's degree in social work. She has often been called upon to deliver victim sensitivity training to various organizations across the state: Department of Corrections; MADD chapters; Parents of Murdered Children; and the North Carolina Victim Assistance Network. As she conducted training she became more interested in victims, their needs and their feelings. She developed a strong desire to learn about these interests. She has an incredibly creative vision and the ability to create innovative approaches to meet victims' needs.

Ms. Taylor George has a true commitment to helping those who have suffered because of an offender. She has created a bond with those whose lives she has touched. She brings the victims of North Carolina an awareness of rights and assures them they are the victim and not the offender. She greets victims with sincerity and compassion, and always with a helping hand.

Probationer Scholarship



Sheila Day

Bishop State Junior College
Mobile, Alabama

The American Probation and Parole Association's 1999 Probationer Scholarship is granted to a probationer who has successfully completed their supervision and made a significant contribution to their community within the past 18 months. The scholarship is specifically for schooling expenses and must be used in pursuit of a four-year Bachelor's degree at an accredited U.S. college or university. The maximum amount of the scholarship is \$6,000 per year, paid directly to the institution. It may be renewed annually for up to four years provided the recipient maintains a grade average of "C" or better. Specifically ineligible are felony arsonists, felony sexual assault, and habitual violent offenders.

Sheila Day is already on the road to an Associate's degree in criminal justice, having completed one full year. In 1992, she was charged with distributing cocaine and was placed on the Mobile Drug Court Program. In just two years, she graduated the program sober and with a new sense of fulfillment in her life. Throughout the program, her case manager continually expressed what a good and dedicated client she was. Ms. Day was willing to do all she could in order to become and stay sober. She was and still is a member of the Narcotics Anonymous support group and a committee member of the regional Narcotics Anonymous conference.

With the successful completion of Drug Court, Ms. Day performed volunteer work for the program. She was hired full-time in 1996 as a secretary for the program and has proven to be an asset. While working, she enrolled as a part-time student at Bishop State Junior College. She is still very active with Narcotics Anonymous and relays the treatment programs back to the drug program.

Ms. Day sets the example of what probation and drug programs are supposed to accomplish. She demonstrates a true professionalism, empathy and understanding with those who are in the position she once was. She hopes to earn a Bachelor's degree related to the criminal justice field. Ms. Day plans to be a case manager and help others achieve their goals.

Community Supervision Officer Scholarship



Rena L. Hart

Georgia Department of Corrections
Douglasville, Georgia

The American Probation and Parole Association is pleased to award a \$6,000 renewable scholarship to a community supervision officer who has spent at least five years working with offenders serving their sentences in the community. The scholarship is to be used for the officer's continuing education toward a career in community-based corrections. Funds will be paid directly to the accredited U.S. college or university where the recipient is enrolled and can be applied only to schooling expenses. The award may be renewed annually for up to four years at a maximum of \$6,000 per year, provided the recipient maintains a grade average of "C" or better.

Rena Hart began as a secretary in the probation department and over the course of 10 years has been promoted to a probation officer.

She was issued an education waiver requiring her to complete 12 credit hours within one year. She must complete this in order to further advance her career. She has worked diligently at her profession and has taken on a part-time job to cover her college expenses. With more than 100 hours completed already, she has been able to maintain a 2.95 grade point average, while working earnestly and raising a child on her own.

Ms. Hart has performed as a probation officer with great professionalism and scrupulousness. She has always worked hard to keep her clients focused on their needs and goals. She has a level of understanding and empathy with her probationers, and knows when to be firm and fair.

Ms. Hart has shown the ability to work full-time and to remain honest and forthright in dealing with her surroundings. She has proven to be an asset and inspiration to her department. With her evident hard work and determination, she is bound to succeed in life despite unforeseen obstacles.

Scotia Knouff Line Officer of the Year Nominations

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

Kerri J. Anderson
Parole Officer
Saginaw Parole Office
Saginaw, MI

LaFaye D. Lewis-Austin
Correctional Senior Officer
Dept. of Corrections
Tallahassee, FL

Jack Brucick
Community Correction Officer
Dept. of Corrections
Spokane, WA

Leslie F. Matney
Probation & Parole Officer
Dept. of Corrections
Roanoke, VA

Brian Chaffee
Investigator-Pretrial Services
Los Angeles County Probation Dept.
Lynwood, CA

Randy Matthews
Probation & Parole Officer
Dept. of Corrections
Tulsa, OK

Scott J. Colbert
Probation & Parole Officer
MO State Probation and Parole
Campbell, MO

Lewis Storey
Juvenile Probation Officer
Pinal County Juvenile Court Services
Florence, AZ

Bernard "Bernie" Driscoll
Probation & Parole Officer II
Dept. of Corrections
Bozeman, MT

Karen Vigil
Probation Officer III
Weld County Probation Dept.
Greeley, CO

Mark Faust
Community Supervision Officer
Dallas County Corrections Dept.
Dallas, TX

Joyce A. Wallace
Parole Officer II
Dept. of Corrections
Phoenix, AZ

Cheryl Garber
Senior Probation Officer
Nassau County Probation Dept.
Mineola, NY

Wayne White
Court Liaison Officer
NYC Dept. of Probation
New York, NY

Deborah A. Kolody
Correctional Probation Officer
Dept. of Corrections
Leesburg, FL

Special thanks to Roche Diagnostic Systems for their generous contribution to the Scotia Knouff Line Officer of the Year Award.

CALENDAR OF EVENTS

1999-2000

Dec. 11-14 **Third Annual Crime Mapping Research Conference** sponsored by Crime Mapping Research Center, National Institute of Justice, U.S. Department of Justice. Renaissance Orlando Resort, Orlando, Florida. Contact (703) 684-5300 or visit www.nijpcs.org/upcoming.htm.

2000

Jan. 10-12 **2000 American Correctional Association Winter Conference**, Phoenix, AZ. Contact (800) 222-5646.

Jan. 19-23 **A Residential Group Relations Conference**, "Authority and Leadership in the Global Community," Mont Marie Conference Center, Holyoke, MA. Contact Mary Wright at (617) 524-2298.

Feb. 3 **Dawn Institute's Sociotherapy for Sociopaths**, New England Conference Center, Durham, NH. Contact Jo Ellen Ryan at (603) 267-1765 or visit www.dawninstitute.com.

Feb. 13 **Center for Sex Offender Management Special Training Session**, Opryland Hotel, Nashville, TN. Contact Margaret Griffin at (606) 244-8212.

Feb. 13-16 **American Probation and Parole Association Winter Training Institute**, Opryland Hotel, Nashville, TN. Contact Krista Chappell at (606) 244-8204.

Mar. 7-10 **National Children's Advocacy Center's Sixteenth National Symposium on Child Sexual Abuse**, Huntsville, AL. Contact (256-543-1328 or visit www.ncac-hsv.org.

Mar. 16-17 **Missouri Corrections Association Spring Conference**, The Lodge of Four Seasons, Lake Ozark, MO. Contact Carl Dickens at (314) 615-5718 or email mca@corrections.com.

Mar. 25-28 **National Crime Prevention Council and Youth Crime Watch of America's Thirteenth National Youth Crime Prevention Conference**, "Building on the Dream with Prevention," Hyatt Regency, Atlanta, GA. Contact the National Crime Prevention Council at (202) 261-4165 or the Youth Crime Watch of America at (305) 670-2409.

Mar. 26-29 **37th International Conference on Fund Raising**, Hyatt Regency, New Orleans, LA. Contact (800) 611-2720.

Apr. 27-30 **21st Annual International Disaster Management Conference**, Omni Rosen Hotel, Orlando, FL. Contact (800) 766-6335 or email info@fcep.org.

Apr. 30-May 4 **American Jail Association's 19th Annual Training Conference & Jail Expo**, "Mining Resources . . . Going for the Gold," Sacramento Convention Center, Sacramento, CA. Contact (301) 790-3930.

Jul. 10-15 **American Professional Society of the Abuse of Children Eighth Annual National Colloquium**, Chicago Hilton and Towers, Chicago, IL. Contact (312) 554-0166 or visit www.apsac.org.

Jul. 23-26 **American Probation and Parole Association 25th Annual Training Institute**, Hyatt Regency, Phoenix, AZ. Contact Krista Chappell at (606) 244-8204.

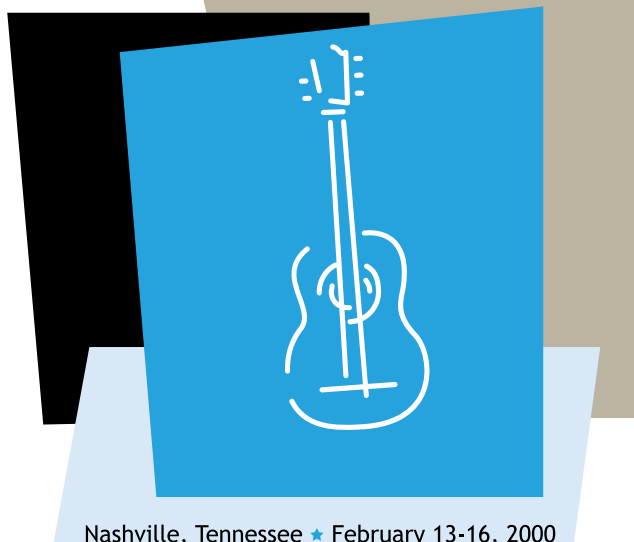
Aug. 13-17 **American Correctional Association 130th Congress of Correction Summer Conference**, San Antonio, TX. Contact Jeff Washington at (800) 222-5656 or email jeffw@aca.org.

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.

Winter Training Institute



Nashville, Tennessee ★ February 13-16, 2000

**Community Corrections in the Third Millennium:
A Partner in Creating Safe and Vital Communities**

Attend the Leading Conference for Community Corrections!

The American Probation and Parole Association's Winter Training Institute offers community corrections professionals over 50 educational sessions for all levels of experience. The Institute is designed to stimulate the discussion of new ideas, reveal discoveries yielded by recent research and experience and encourage communication between participants from diverse jurisdictions and backgrounds.

Who Should Attend?

This Institute is "not to be missed" if you are a corrections professional involved in:

- parole
- probation
- juvenile justice
- treatment
- social work
- education or training
- victim services
- residential programs
- the judicial system
- pre-/post-release centers
- restitution
- law enforcement
- public policy development

Where It All Happens

All APPA workshops, general sessions, exhibits and receptions will take place at the Opryland Hotel, 2800 Opryland Drive, Nashville, Tennessee.

Hosted by the Metropolitan
General Sessions Court of
Nashville, Davidson County

Activities at a Glance

Saturday, February 12

12:00 p.m. - 5:00 p.m. Institute Registration

Sunday, February 13

9:00 a.m. - 9:00 p.m. Institute Registration
1:00 p.m. - 5:00 p.m. APPA Board of Directors Meeting
5:00 p.m. - 7:00 p.m. Exhibit Viewing
7:00 p.m. - 8:30 p.m. Opening Session
8:30 p.m. - 10:00 p.m. Opening Reception in Exhibit Hall

Monday, February 14

7:30 a.m. - 5:00 p.m. Institute Registration
8:00 a.m. - 8:30 a.m. Coffee Service and Exhibit Viewing
8:30 a.m. - 10:00 a.m. Plenary Session
10:00 a.m. - 1:30 p.m. Exhibit Viewing
10:30 a.m. - 12:00 p.m. Workshops
11:45 a.m. - 1:30 p.m. Lunch with Exhibitors
1:45 p.m. - 3:15 p.m. Workshops
3:30 p.m. - 5:00 p.m. Workshops
5:00 p.m. - 6:30 p.m. Reception in Exhibit Hall
7:00 p.m. - 12:00 a.m. APPA's Gala Event at The Wildhorse Saloon

Tuesday, February 15

8:00 a.m. - 5:00 p.m. Institute Registration
8:00 a.m. - 10:30 a.m. Coffee Service and Exhibit Viewing
8:30 a.m. - 10:00 a.m. Featured Session and Workshops
10:30 a.m. - 12:00 p.m. Workshops
12:00 p.m. - 1:45 p.m. Lunch (on your own)
1:45 p.m. - 3:15 p.m. Workshops
3:30 p.m. - 5:00 p.m. Workshops

Wednesday, February 16

8:30 a.m. - 9:30 a.m. APPA Membership Meeting
9:45 a.m. - 11:15 a.m. Closing Session
Schedule is subject to change

Featured Sessions

Opening Session

Sunday, February 13 – 7:00 p.m. – 8:30 p.m.

A Vision for the 21st Century: System in Perspective

Speaker:

Honorable Adolpho A. Birch, Jr., Justice, Supreme Court, Tennessee

Plenary Session

Monday, February 14 – 8:30 a.m. – 10:00 a.m.

The Challenge of Community in the Third Millennium

Speaker:

John A. Calhoun, Executive Director, National Crime Prevention Council, Washington, DC

Closing Session

Wednesday, February 16 – 9:45 a.m. – 11:15 a.m.

Become the Greatest

Speaker:

Honorable Betty Adams Green, Judge, Davidson County Juvenile Court, Tennessee

- A Strategic Planning Approach to Implementing Cognitive Behavioral Interventions
- Drug Courts: Treatment and Supervision
- Gang Prevention and Management in the Community: Strategies for Community Corrections Professionals
- Victim/Offender Programming from the Victims Perspective
- Hop on Board with T.O.A.D.S. - The Total Offender Activity Documentation System

Tuesday, February 15, 2000

8:30 a.m. - 10:00 a.m.

- **Featured Workshop - Reinventing Probation: Continuing the Dialog on "Broken Windows" Probation**
- What Have We Learned about Probation and Parole, and Where are We Headed?
- Florida's Non-Secure Treatment Program - 10 years of Data
- It's a Girl! The Nuts and Bolts of Girl's Programming
- Critical Incident Response
- From Cells to City Streets: Establishing Effective Discharge Planning and Community Support Systems for Prison Inmates With Serious Mental Illness*
- Locally Initiated Research Partnerships in Community Corrections
- Management in the New Millennium: The Century is Not the Only Thing Changing

10:30 a.m. - 12:00 p.m.

- A Community Response to Domestic Violence
- Youth/Teen Court Programs: The Development of National Guidelines
- G.R.I.P.P. - A Team Approach to Supervision and Treatment
- Forging a Police-Probation Alliance in a Rural Setting
- Hair Testing for Substance Abuse
- Special Needs Clients
- The Correctional Adult Basic Education Project
- The Matrix Project - Supervision, Sanction and Revocation Decisions in the Computer Age

1:45 p.m. - 3:15 p.m.

- Comprehensive Enforcement - The Arizona Perspective
- The New Haven Approach to Sex Offender Management
- Mediation Programs in and out of Youth Correctional Facilities: Programs Onsite and as a Reintegration/Referral Source
- Case Classification: Linking Process and Practice
- Officer Safety and Building Partnerships (Part I)
- Restoring the Attention Deficit/Hyperactivity Disorder Officer to the Community
- Unique Partnerships Between Community Corrections and Victim Advocates

3:30 p.m. - 5:00 p.m.

- The Community Probation - Community Police Team (CP-CPT) Process
- Marketing the Value of Community Corrections: Performance Measures in Pretrial Services
- Restorative Justice Principles in Practice in Parole
- Developmental Theories for Case Management
- Officer Safety and Building Partnerships (Part II)
- From Sea to Shining Sea: A Transatlantic Community Corrections Exchange
- The Evolution of a Model Program: Networking in Probation and Parole

Workshops

**Monday, February 14,
10:30 a.m. - 12:00 p.m.**

- A Technological Tool for Practitioners - OJJDP's Newly Released CD-Rom, Reducing Youth Violence: A Comprehensive Approach
- Legal Liability in Probation and Parole: How to Avoid It and How to Prevent It - "The Information You Literally Can't Afford Not to Know!"
- Pathways to Community Justice: Partners with a Common Goal
- Employment Research and Initiatives in Canadian Communities
- It's Never Too Early, Never Too Late: Risk Factors and Successful Interventions for the Serious and Violent Juvenile Offender
- Implementing Juvenile Holdover Programs - A Community Alternative to Secure Juvenile Detention Facilities
- Physically and Psychologically Preparing for a Critical Incident
- Working with Victims of Domestic Violence

1:45 p.m. - 3:15 p.m.

- Victim of Juvenile Offenders
- Strength-Based and Solution-Focused Techniques for Raising Offender Cooperation and Motivation
- Creative Sentencing with Limited Resources
- CTAG Coming Together Against Gangs
- Examining the Effectiveness of Drug Courts
- Probation and Parole: The Perfect Place for Restorative Justice
- Implementation of the LSI-R (Level of Service-Revised) in a Community Corrections Day Reporting Center in Knoxville, TN

3:30 p.m. - 5:00 p.m.

- The Intensive Aftercare Program for High-Risk Juvenile Offenders: A Model Approach to Reintegration
- Managing Community Collaborations & Engaging the Media to Effect Change in Public Policy

Training Session

A Special Training on Sex Offender Management

A project sponsored by the Office of Justice Programs, National Institute of Corrections and State Justice Institute.

What is CSOM?

Established in June 1997, the goal of the Center for Sex Offender Management (CSOM) is to enhance public safety by preventing further victimization through improving the management of adult and juvenile sex offenders who are in the community. A collaborative effort of the Office of Justice Programs, the National Institute of Corrections and the State Justice Institute, CSOM is administered by the Center for Effective Public Policy in partnership with the American Probation and Parole Association.

About the Special Training

On Sunday, February 13, 2000, CSOM is sponsoring a special training session at the APPA Winter Institute. The training will focus specifically on adult sex offenders. This day-long special training is designed for probation and parole line staff, supervisor and agency officials with policy responsibility for the management of sex offenders, treatment providers and victim advocates. It will provide a concentrated introduction to the basic principles of the effective management of adult sex offenders in the community. Drawing upon the current best thinking in the field, this training will address special conditions of supervision, the use of specialized caseloads, the benefits of a collaborative management approach, effective treatment models, the primary role of victims in managing sex offenders, the use of polygraph, sex offender assessment, sex offender registration and community notification.

How do I Register?

There is no fee for this special training session. However, all participants must be paid registrants of the APPA Winter Institute. Space is limited and advance registration is required. It is recommended that you register prior to January 21, 2000!



Registration Form

Special Training on Sex Offender Management – Sunday, February 13, 2000 – 8:30 a.m. - 5:00 p.m.

Name: _____

Title: _____

Agency: _____

County: _____

Address: _____

City: _____ State: _____ Zip code: _____

Telephone: _____

Fax: _____

E-Mail: _____

To register, complete this form and mail or fax to: Margaret Griffin, Sex Offender Management Specialist, American Probation and Parole Association, P.O. Box 11910, Lexington, Kentucky 40578-1910, Telephone: (606) 244-8212, Fax: (606) 244-8001, E-Mail: mgriffin@csg.org

Please return this registration by January 21, 2000.

Registration

Three Ways to Register

By Mail — Registration for the APPA Institute can easily be done by mail. Just send your check, government purchase order or credit card information with your completed APPA registration form to the address shown on the form.

By Fax — For your convenience, when payment is by credit card, you may fill out the APPA registration form and fax it to: (606) 244-8001, Attention — APPA Institute. All registrations faxed by January 21, 2000 will be confirmed by mail.

By Internet — Register for the APPA Institute on-line at www.appa-net.org.

Confirmation — All registrations received by January 21, 2000 will be confirmed by mail.

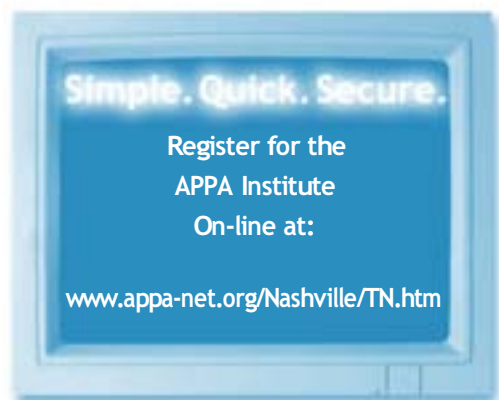
Payment

Payment in full for all Institute activities must accompany your registration form. Check, money order, VISA, Master Card or American Express are accepted as payment for the Institute's registration fees. Sorry, credit cards or purchase orders will not be accepted as payment for the Gala Event — checks only please. Checks must be made out to the American Probation and Parole Association and payable in U.S. dollars. Payments received in Canadian dollars will be invoiced for the conversion difference plus a \$10 service fee. Registrations postmarked on January 22, 2000 or later are not eligible for the early registration fee and must include the regular registration fee.

Agencies required to use a purchase order should submit the purchase order with the registration form in lieu of a check. Invoicing will be processed immediately upon receipt of the purchase order and, in all cases, payment will be due immediately.

Cancellation/Refund Policy

A full refund, less a \$50 processing fee, is available until January 22, 2000. **No refunds are available after January 22, 2000.** In order to receive a refund, written requests must be sent the APPA Institute, c/o The Council of State Governments, P.O. Box 11910, Lexington, KY 40578-1910 or faxed to (606) 244-8001. All requests for refunds must be postmarked or faxed by January 22, 2000. Registrations are not transferable.



Travel Information



Your Ticket of Savings!

Delta Air Lines and Southwest Airlines have been selected as the official carrier for the APPA Winter Training Institute in Nashville. Both airlines offer bonus meeting discounts. To receive the discount, be sure to note the file number for Delta or Southwest Airlines when making the reservation.

Delta Air Lines

For Delta Air Lines call:

1-800-241-6760

Refer to file number: DMN135121A



Southwest Airlines

Southwest Airlines Group and Meetings Reservations:

(800) 433-5368

Refer to I.D. Code V3710.



Carlson Wagonlit Travel

To ensure the additional bonus discount on your airfare, contact the official travel agency of the American probation and parole Association:

Carlson Wagonlit Travel

(800) 445-0419

5:30 a.m. - 8:00 p.m. (Eastern time)

To obtain special airfares, identify that you are attending the APPA Institute.



Car Rental



Hertz is offering the following special car rental rates to APPA Institute attendees on February 6-23, 2000.

	Daily (per day)	Weekend (per day)	Weekly (5-7 days)
Economy (2 Door)	\$35.99	\$23.99	\$140.99
Compact (4 Door)	\$38.99	\$24.99	\$150.99
Midsize (2/4 Door)	\$41.99	\$25.99	\$160.99
Sporty (2 Door)	\$44.99	\$26.99	\$170.00
Fullsize (4 Door)	\$47.99	\$27.99	\$180.99
Luxury (4 Door)	\$68.99	\$74.99	\$292.99
4-Wheel Drive	\$68.99	\$74.99	\$292.99
Minivan	\$68.99	\$74.99	\$292.99

Reservations are required 24-hours in advance. Call (800) 654-2240 and refer to Convention #49395 for reservations. Standard rental conditions and qualifications apply, including minimum rental age. All Hertz rentals include unlimited free mileage.

Lodging

Lodging and Lodging Rates

The Opryland Hotel will host all of the activities of the Winter Training Institute. A special lodging rate of \$119 (single/double occupancy) for traditional rooms and \$144 (single/double occupancy) for garden terrace rooms are available to APPA Institute participants. Reservations must be made by January 12, 2000 to receive these rates. Reservations may be made by calling the Opryland Hotel at (615) 883-2211.

Registration Form

APPA Winter Training Institute ★ February 13-16, 2000

Please use a photocopy of this form for each registrant. Please print clearly.

Last Name: _____ First Name: _____

Title: _____

Agency/Organization: _____

Business Telephone: _____ Business Fax: _____

Address: _____
(location where confirmation should be sent)

City: _____ State: _____ Zip: _____

Email Address: _____

Registration Fees

<i>Includes general sessions, exhibit receptions and workshops. (All fees are per person.)</i>	Early Rate On or Before Jan. 21	On or After Jan. 22	Amount
Member of APPA To qualify for this rate you must be a member of APPA. <input type="checkbox"/> APPA Member - Please indicate your membership category and your membership number. <input type="checkbox"/> Individual member <input type="checkbox"/> Agency member Membership # _____ - _____	\$240	\$275	\$ _____
Non-member If you are not a member of APPA, you are required to pay the regular registration fee. Memberships will be verified.	\$285	\$320	\$ _____
Family Registration This rate is available to immediate family members not employed in the corrections field. Allows entry into general sessions, exhibit receptions and workshops. Specify Family member's name _____	\$50	\$50	\$ _____
APPA Membership One year of individual membership. <input type="checkbox"/> New Member <input type="checkbox"/> Renewal	\$35	\$35	\$ _____ <small>61-16-00-1000-4020</small>
Grand Total Enclosed			\$ _____ <small>61-16-00-2057-4401</small>
Is this your first attendance at the APPA Institute? <input type="checkbox"/> Yes <input type="checkbox"/> No			

Payment

☐ Check Enclosed ☐ Government Purchase Order Enclosed; PO # _____

Charge to: ☐ VISA ☐ MasterCard ☐ American Express

Card Number: _____

Expiration Date: _____

Signature: _____

Date: _____

Special Assistance

☐ Please check if you require special provisions to fully participate in this Institute. Attach a written description of needs.

Confirmation/Refund Policy

A full refund, less a \$50 processing fee, is available until January 22, 2000. **No refunds are available after January 22, 2000.** In order to receive a refund, written requests must be sent the APPA Institute, c/o The Council of State Governments, P.O. Box 11910, Lexington, KY 40578-1910 or faxed to (606) 244-8001. All requests for refunds must be postmarked or faxed by January 22, 2000.

Mail this form to:

APPA Institute
c/o The Council of State Governments
P.O. Box 11910
Lexington, KY 40578

or Fax to:

(606) 244-8001

To better plan Institute workshops and activities, please supply us with the following information.

Job Jurisdiction

- ☐ Federal
- ☐ State
- ☐ County
- ☐ City
- ☐ Private firm/business
- ☐ Academic Institution
- ☐ Province
- ☐ Nonprofit organization
- ☐ Other _____

Primary Work Area

- ☐ Adult Probation & Parole
- ☐ Adult Probation only
- ☐ Adult Parole only
- ☐ Juvenile Probation
- ☐ Juvenile Parole/Aftercare
- ☐ Residential
- ☐ Other _____

Length of Experience in Corrections

- ☐ Less than 2 years
- ☐ 2-5 years
- ☐ 6-10 years
- ☐ 11-15 years
- ☐ 16-20 years
- ☐ 21-25 years
- ☐ More than 26 years

Highest Level of Education

- ☐ Graduate Equivalency Diploma (GED)
- ☐ High School Diploma
- ☐ Associate's Degree
- ☐ Bachelor's Degree
- ☐ Master's Degree
- ☐ Doctorate

Geographical Area

- ☐ Urban
- ☐ Rural

Gender

- ☐ Male
- ☐ Female

Professional Category

- ☐ Line Personnel
- ☐ Commissioner/Director/Chief
- ☐ Administrator
- ☐ Consultant
- ☐ Trainer
- ☐ Parole Board Member
- ☐ Judge
- ☐ Attorney
- ☐ Educator/Researcher
- ☐ Private Sector/Corporate
- ☐ Other _____

Race/Ethnicity

- ☐ African American
- ☐ Caucasian
- ☐ Hispanic
- ☐ Native American
- ☐ Asian
- ☐ Other _____

Mark all Expenses that are Reimbursed

- ☐ Registration
- ☐ Travel-Air
- ☐ Travel-Ground
- ☐ Meals

Mark Past Attendance at APPA Annual Institute

- ☐ First Time
- ☐ 2-4
- ☐ 5-6
- ☐ 7-9
- ☐ 10 or more

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