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PERSPECTIVES



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CELEBRATING
25
YEARS

PRESIDENT'S MESSAGE

I WAS WONDERING the other day about plane crashes. You know that black box that does the flight recording that emergency worker's search for after a crash? Supposedly, it is indestructible. My question is this – why don't they build the entire airplane out of that material? I really haven't lost it, I was just wondering. Kind of like this – why do they need locks on the doors of the 7-11 store if they are open 24 hours a day, 365 days a year.

The Winter Training Institute in Nashville on February 13-16 was a huge success – over 700 registrants, the largest exhibit area at a Winter Institute, and southern hospitality combined to make Opryland a great venue. The support of Judge Betty Adams-Green, Judge Leon Ruben, Charles Trauber and Mick Wallace was appreciated. Linda Layton and her track leaders did a marvelous job on the program. And I will never forget the friendships that I made with Laurel Howell and her committee chairs. For those of you who missed the President's Suite – I have pictures to prove what an incredible place it was. All of you must stand up and take a bow!

It was a bittersweet moment for APPA to say goodbye to two of our most ardent supporters and good friends. At the opening session in Nashville we had the opportunity to honor Laurie Robinson as she leaves her post as the Assistant Attorney General over the Office of Justice Programs (OJP). Her style and grace never went unnoticed. Also, on a trip to Washington, DC, we said goodbye to Shay Bilchik, the now former Director of the Office of Juvenile Justice Delinquency Prevention. The partnership that he facilitated with APPA in his role as Director has brought a new meaning to leadership. We will miss both of these people very much and can only hope that our paths will cross in their future plans.

I am very excited to tell you about a roundtable on reinventing probation that is being sponsored by OJP under the direction of Marlene Beckman. This will really be the first attempt to take "Broken Windows Probation" to key stakeholders outside the community corrections family and have them react to the contents of the report. Marlene Beckman has truly been a "special counsel" to APPA and her wisdom has advanced the APPA vision.

And we now look forward to the 25th Anniversary Celebration in Phoenix, July 23-26. This will be the fourth occasion in recent memory where two of the most progressive probation leaders, Norm Helber and Cherie Townsend, have had APPA come to Arizona. There will be a very special opening session where Dimitria Pope, the program chair and anniversary coordinator, has put together a program to honor our past leaders. You can bet that the attendance will be huge. I hope to see you there!

Let me let you in on a secret which is starting to leak out – there are a lot of groups that want to partner up with APPA on projects. Why is that? There are several reasons:

- 1) our vision strikes a chord with them;
- 2) our reputation to deliver on grants and commitments is excellent (by and large, we can thank Carl Wicklund and the APPA staff for that);
- 3) APPA has not forgotten one of life's important lesson - that people *can* make a difference; and
- 4) last but not least, we have some outstanding leaders in community corrections that are committed to the APPA vision.

The thing is, we haven't really realized our true potential. Can you imagine what it would be like if every member wanted to be on a committee, we all recruited new members, participated in conducting training, etc? It would be the fuel that would allow common people to attain uncommon results—and it is spelled T-E-A-M-W-O-R-K. The Board of Directors is supportive of the Executive Committee goals and we are hopefully on the same page. Let's all hold on because it is going to be a heckuva ride. See you in Phoenix!



Ray A. Wahl

A stylized, handwritten signature in dark ink, appearing to read "Ray Wahl".



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Staff are empowered and supported in an environment of honesty, inclusion, and respect for differences; and
Partnerships with stakeholders lead to shared ownership of our vision.

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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:

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

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

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

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

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EDITOR'S NOTES

I bet we all remember our first APPA Institute. Mine occurred in Cherry Hill, New Jersey in 1982. I recall few details from the program, except for an inspired presentation by the late, dearly remembered Malcolm McDonald on a new concept labeled Intensive Probation Supervision. It was a small but impressive group and I was happy to be on board.

With this edition of *Perspectives*, APPA begins the celebration of its 25th anniversary. From modest beginnings great things have come! Whether you measure progress by the size and quality of the Annual Institutes and Winter Institutes, by grants obtained, by the extent and quality of services provided by the secretariat, the standing of *Perspectives* as a respected publication in the field, or by the monographs on timely topics that are user-friendly for practitioners, the evolution of APPA is remarkable and can be a point of great pride for all members.

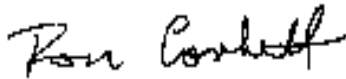
The cover story in this edition provides a chronicle of APPA's history, which is bound to be of interest to our newer members. Dues in 1975 were \$5, which makes the current tariff seem eminently reasonable given all that comes with membership! We all can read this history with appreciation for the trajectory that APPA has been on—the best years are still ahead of us.

Executive Director, Carl Wicklund, offers an extended meditation on the role that hope places in our work. Rarely in these pages have we explored the spiritual and philosophical dimensions of our work, though they are the most powerful. In a time when discussions of crime are narrow and mean-spirited, Carl's piece offers a welcome antidote to the sometimes poisoned environments in which we work. I would be delighted if our readership responded to Carl's piece with reflections of their own which we could feature in future issues.

Joan Petersilia, America's premier researcher in community corrections and one of its greatest cheerleaders, offers the first of two installments of the history, current status, and present challenges of parole in the United States. As she did not so long ago for probation in these pages, Joan takes a broad perspective and brings us fully up to date in her synthesis of the relevant research data, which is a wonderful service for our profession and one she performs exceedingly well.

As our robust economy increasingly makes this a country of glaring gaps between the haves and the have nots, attention to the special challenge of supervising the homeless is a professional imperative. As it has in other areas, the Maricopa County Adult Probation Department leads the way in innovating in this critical area and practitioners will gain from reading this piece.

The Editorial Committee joins me in encouraging our readership to bring to us the good news in your jurisdiction regarding cutting edge practice with specialized populations. Write on!



Ronald P. Corbett Jr.

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Eduardo Barajas, Jr.

Eduardo Barajas, Jr. Retires from NIC

After 26 years of service in corrections, I retired on April 30, 2000. I leave on a rather optimistic note, considering the many exciting changes that are occurring in our profession. This date has been a long time coming. I'm speaking both of my retirement and of the revolution that we are part of.

When I first came to NIC ten years ago things were very different. At my first APPA training conference in 1990, I remember attending a workshop on residential community corrections facilities. During the discussion someone stated that the citizens from the neighborhood in which a particular facility was located, had expressed concern over offender curfews. The citizens wanted the curfews to be more restrictive. The response was practically a collective "screw them!" (although a word other than screw was used). The people to be screwed of course were the citizens. Who were they to try and tell us how to run our programs? The discussion then turned to how the public didn't understand or appreciate us and how we should educate them.

A few years later at another APPA workshop I found myself in another similar situation. APPA was in the process of drafting its vision statement and this was an initial attempt with a group of probation and parole executives from around the country. After several long hours we came up with a draft statement that looked presentable and had garnered consensus. I suggested that we somehow tie the statement to an overall value of public safety. Someone in the group very adamantly stated that public safety was *not* the mission of probation and parole. Several people nodded their heads in agreement.

When I asked what our mission was, the response was that probation and parole should reduce the risk of offenders re-offending. By asking why, I got the person to focus the reason for reducing risk to a concern that the offender not hurt anyone in the community—public safety!

That was then, this is now. These attitudes and the policies and practices they foster are quickly becoming obsolete. "The times they are a changin'." It's like the coming of the automobile replacing the horse buggy. The horse buggy wasn't replaced because it hadn't worked. Indeed, it had served humanity faithfully and favorably for centuries. The automobile was instead a momentous indication that the horse buggy had outlived its usefulness. Many say that the criminal justice system doesn't or hasn't worked. I prefer to think that its operational paradigm has outlived its usefulness.

How many agencies and jurisdictions are aware of this? Perhaps not many now, but the future is a different matter. NIC like so many other agencies is going through a period of planning for the future through a strategic planning process. Through a series of facilitated staff meetings and small group work a strategic

plan is taking form. This plan will guide NIC in its future efforts to assist agencies and jurisdictions improve their operations and outcomes. The question is: Will NIC continue to assist agencies produce improved horse buggies, or will NIC be a leader in ushering in the era of the automobile? Please stay tuned.

It's been a pleasure and a privilege working in profession with such a great potential to contribute to the common good. It's also been a great privilege working with as fine a professional association as APPA. APPA represents all that's good about probation and parole and constantly strives to improve upon it. I hope we can continue our professional relationship. □

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

BY EDUARDO BARAJAS, JR.

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 corporate members. Corporate members receive benefits such as enhanced visibility among APPA's nationwide network of community corrections professionals, as well as shared information on the latest trends and issues that specifically affect community corrections.

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NIJ's Crime Mapping Research Center

In 1997, the National Institute of Justice (NIJ) established the Crime Mapping Research Center (CMRC) to promote the research, evaluation, development and dissemination of geographic information systems (GIS) technology for the spatial analysis of crime. GIS combines traditional database systems with a mapping component, thus allowing for the spatial representation of data on maps. Any data that agencies maintain with a spatial or address component (e.g. crime incident locations, offender residences, community resources) can be brought into the GIS and mapped. Each of these types of information are brought into the GIS as map "layers." The purpose of the map being created will determine which layers will be used for a particular project. Non-criminal justice data layers can also be brought in to examine data relationships spatially. Examples of data used by some criminal justice agencies in their maps include school locations, parks and public transportation routes. Demographic information including income, racial composition, and population can also be added providing additional layers for analysis. Incorporating these different data layers into maps allows for the examination of how they interact with one another.

The CMRC has found that, to date, law enforcement agencies have been the primary users of GIS technology among criminal justice agencies. For the most part, corrections agencies have yet to take advantage of this powerful technology (with a few notable exceptions.) Identifying this gap in the corrections field, the CMRC proposed its *Mapping in Corrections Initiative* in an effort to reach a broader spectrum of the criminal justice community. The goals of the *Initiative* are to highlight the existing uses of GIS technology in corrections, as well as to help identify other potentially beneficial uses of GIS for the field.

In August, 1999, the CMRC convened an expert roundtable to identify the ways in which GIS is being used in the corrections community. Five agencies from around the country presented their mapping efforts including: the Wisconsin Department of Corrections, the Center for Alternative Sentencing and Employment Services (CASES,) the Delaware Statistical

Analysis Center, Maricopa County Adult Probation, and the Office of the Orleans Parish Criminal Sheriff. What the CMRC found was that although only a limited number of corrections agencies are using GIS, the agencies that are using the technology have found creative ways to benefit from its analytic power. Wisconsin mapped offender residence data to help identify offender "hotspots" that could be targeted for increased supervision. CASES presented various maps that have been used for programmatic decision making. One of the examples shown was a map that compared the location and density of offender residences with the amount of funding the area was receiving to look for disparities. Similarly, Delaware created maps to assess offender access to day reporting centers around the state. In a project funded by NIJ, Maricopa County is using GIS as a way to encourage probation and law enforcement to share data and work together in their efforts. Representing institutional corrections, Orleans Parish demonstrated how GIS can be used within a facility to better manage the inmate population.

Another goal of the roundtable was to discuss the role that the CMRC should play in promoting the use of GIS in corrections. Among the things mentioned by attendees were: increasing exposure of corrections agencies to GIS tools, incorporating into NIJ solicitations the ability to fund research for these types of efforts, and "marketing" the role GIS can play in corrections.

Through CMRC's efforts with the *Mapping in Corrections Initiative*, many uses for GIS in corrections have been identified in both the community corrections and institutional corrections arenas. Community corrections provides a wealth of possible applications for mapping. From an operational standpoint, GIS can be used to help allocate limited resources. For example, mapping software can help to provide a valuable geographic perspective in the assignment of corrections officers' caseloads. When geography is taken into consideration, cases can be assigned based on their proximity to one another, travel time for home visits can be reduced, and officers can focus on and become familiar with one particular

neighborhood or region. By placing crime data on these same maps, potential problem areas can be identified so that officers are aware of areas where they may be at risk for potential victimization.

The link between the work of law enforcement agencies and probation and parole agencies also lends itself to mapping. In fact, NIJ's current funding of the Maricopa County grant mentioned above is an excellent example of how these efforts overlap. Maricopa County Adult Probation has partnered with the Phoenix Police Department and researchers at Arizona State University in order to assess the utility of sharing police and probation data for GIS-based crime analysis. More specifically, Maricopa County has been looking for ways to improve its burglary clearance rate. The project will result in the creation of a database containing both probation and police data tied to a GIS system, which will be used to support collaborative efforts between the agencies to reduce burglaries.

Effectively dealing with offender reentry into communities has been a growing concern for criminal justice officials and the community. To help address these issues, NIJ and CMRC staff have taken an active role in the *Reentry Partnership Initiative (RPI)*, a multi-agency federal effort addressing some of the issues being faced by jurisdictions when offenders return to their communities post-incarceration. By promoting collaborations among corrections, law enforcement, and the community, this initiative will enhance public safety by increasing the ability to identify offender, victim, and community needs when offenders are released back into the community. CMRC staff has been working on the initiative to help identify the various ways in which mapping can support *RPI*. The following are just a few examples of how mapping can be used to aid this effort:

- Identifying and mapping how many offenders live within a particular neighborhood
- Examining whether an offender's address falls within a potential risk area (e.g. sex offenders and schools)
- Identifying community resources such as job placement centers and drug counseling

BY MAUREEN O'CONNELL

facilities that are located along public transportation routes.

Somewhat less obvious has been the fit between institutional corrections and mapping. However, GIS can be a very useful tool for corrections facilities. From a planning perspective, GIS and mapping software can be used to help choose potential locations for a new corrections facility. However, the mapping possibilities do not end there. Mapping can also take place within the institution itself. Agencies such as Orleans Parish in Louisiana are using GIS within their facilities to help provide a geographic reference for the day-to-day decisions they have to make. Instead of a map of a particular county, neighborhood, or police beat, corrections officials work with a map of the facility itself. Once the facility is mapped, GIS can help in the classification of offender cell assignments. The large number of inmates processed in the Orleans Parish Jail lends itself to the use of GIS for the classification of inmates and for the identification of potential problem areas. Jail staff use inmate information including gang linkages, communicable diseases, and protective custody status to geographically assign

an inmate to his/her cell. Orleans staff also uses GIS in the daily operational activities of the jail. Inmate medical appointments for the day can be retrieved into the GIS so that guards can identify the location of inmates that need to be moved and plan for an orderly, efficient transfer.

Many other possibilities exist for the use of GIS in institutional corrections. Officer safety is another area that can be improved by spatial analysis. Once a facility is mapped, any information that contains a spatial component can be analyzed using GIS. Inmate-on-inmate assaults, as well as assaults on corrections staff can be mapped to look for potential hot spots of activity; areas can then be identified that may need more supervision. Line of sight maps can also be created to ensure that facilities are achieving maximum coverage based on staff assignment.

GIS can clearly be a useful tool in helping corrections officials conduct their work. Inevitably, the question arises on how to undertake such an effort. Corrections agencies looking to get started will benefit greatly by researching who is already using GIS technology in their jurisdictions. Oftentimes, local law enforcement, planning departments, or public

works will already be using the technology, and corrections agencies can piggyback on their efforts. This can be beneficial in terms of gaining access to base maps and other useful data layers. These agencies may also be willing to provide some training and technical assistance. Local colleges and universities may be able to provide access to software and labor (in the form of students) that can help an agency get started. This can greatly reduce the initial investment in the technology. Utilizing these local resources can be a quick way to jump-start a GIS effort for a corrections agency.

Agencies wishing to further investigate this technology should consult the CMRC web site, a clearinghouse for information regarding crime mapping (www.ojp.usdoj.gov/cmrc.) More information on the *Mapping in Corrections Initiative* and copies of the meeting notes from the Mapping in Corrections Roundtable can also be found on the CMRC web site. For more information, please contact Maureen O'Connell at (202) 305-7954. □

Maureen O'Connell is a Contractor at the University of Michigan for the Crime Mapping Research Center.

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Sex Offender Legislation

Probation and Parole Conditions

This is the fifth 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 commonly 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.

In previous columns I discussed probation and parole conditions limiting an offender's association with other persons, conditions affecting the offender's freedom of movement, conditions limiting the offender's First Amendment rights, conditions requiring the offender to participate in an education, job training or treatment program, and conditions requiring the offender to provide restitution or compensation. In this column I examine statutes requiring sex offenders to register with local authorities and requiring the authorities to notify the community of the presence of a sex offender, as well as statutes permitting the civil commitment of sex offenders in lieu of, or in addition to, their prison sentence. While registration was once a common condition for sex offenders, today registration, notification and commitment proceedings are dealt with by statute. Nonetheless, these requirements have a major impact on the workload and job requirements of probation and parole officers.

Sex offenders are believed to have among the highest recidivism rates of all criminal offenders, with estimates ranging as high as between 40 percent and 60 percent.² Sex offenders also typically commit numbers of offenses, with one study finding an average of 23 child victims per offender.²³ Spurred by media accounts of horrible child sexual assault cases, Congress and the state legislatures have in recent years passed a variety of laws affecting the rights of convicted sex offenders. These laws

vary in the details, but focus on three primary objectives: (1) requiring sex offenders to register with local authorities; (2) requiring local law enforcement to notify the community about the presence of sex offenders living in the community; and (3) permitting the state to pursue civil commitment of sex offenders after they have served a period of incarceration. Each of these objectives presents potential legal issues.

Laws affecting sex offenders are often referred to as Megan's laws, as many of the laws were passed in response to the rape and murder of seven year old Megan Kanka of New Jersey by a twice-convicted sex offender who lived across the street.⁴ The New Jersey legislature and Congress responded by immediately passing legislation affecting sex offenders, and other states soon followed. Much of this legislation was spurred by the Jacob Wetterling Crimes Against Children and Sexually Violent Registration Act, passed by Congress in 1994. This legislation established a national registry system for sex offenders and required states to pass similar registration and tracking systems or face a loss of federal monies. In particular the legislation required states to "release relevant information that is necessary to protect the public."⁵ Today every state requires the registration of sex offenders, and at least forty-seven states have some form of notification requirement.⁶

While these laws are obviously popular, they are not without controversy. Social scientists have pointed out that there is little empirical proof that such laws reduce recidivism,⁶ while legal scholars have suggested the laws may violate any number of constitutional rights, including the ban on ex post facto laws, the prohibition on double jeopardy, and the right of privacy.⁸

Sex Offender Registration

Today all fifty states require that convicted sex offenders register with local authorities. States vary in precisely who is required to register: in some states only those convicted of a sex offense after passage of the registration requirement must comply, while in other states

the registration requirement is applied retroactively. Some states require anyone convicted of a sexual offense to register; others also require those convicted of a violent crime against a child to register.

Most states determine who must register based on some form of risk assessment. Some states require anyone convicted of certain crimes to register, while others leave the decision to the discretion of a designated local law enforcement official such as the prosecutor or sheriff, and still others use a clinical risk assessment instrument.⁹

Typical registration requirements include requiring a released offender to register with the local law enforcement agency in the jurisdiction where they are living, to verify their address annually and to do so for a period of years—often between 20 and 30 years. Failure to comply is a felony, punishable as a new offense.

Community Notification

Washington was the first state to pass a notification statute, doing so in 1989. The notification movement gained national attention and tremendous momentum with the passage of New Jersey's notification statute, Megan's law, in 1994. Notification statutes were viewed by proponents as a necessary supplement to registration laws, many of which already existed. There was a "perception that registration alone was inadequate to protect the public against released sex offenders."¹⁰

There exist a variety of methods of notifying the public. These include public meetings, provision of a written list of offenders, provision of a list on CD-ROM, news releases and notices targeted to institutions such as schools.¹¹ Over half the states have or are creating an Internet site devoted to dissemination of sex offender information.¹² Over 30 states allow persons to request information on a specific offender, or to view the sex offender registry at the discretion of local law enforcement officials. States also vary in the determination of which registered sex offenders the public has a right to notice of,

BY CRAIG HEMMENS

with public notice usually limited to those deemed most dangerous.

Civil Commitment

The United States Supreme Court recently upheld civil commitment of sex offenders in *Kansas v. Hendricks*¹³ Kansas passed legislation in 1994 establishing procedures for the civil commitment of persons who were deemed likely to engage in “predatory acts of sexual violence” due to either a “mental abnormality” or “personality disorder.” The statute was applied to Hendricks, after he finished serving a term of imprisonment for child molestation, and he was ordered civilly committed. Hendricks challenged his commitment on double jeopardy, ex post facto, and due process grounds. In a narrow 5-4 decision, written by Justice Thomas, the Supreme Court upheld the civil commitment statute. The high court reasoned that neither the Double Jeopardy nor Ex Post Facto clauses applied, as civil commitment was not punitive but regulatory, and these clauses apply only to punishment.¹⁴ There was no due process violation because civil commitment for a mental abnormality did not violate the concept of “ordered liberty.”¹⁵

While only a handful of states (including Arizona, Minnesota, Washington and Wisconsin) had enacted civil commitment laws prior to the Hendricks decision, a number of states have responded by proposing similar legislation. Some predict that every state will soon have such a law.¹⁶

Purpose and Criticisms of Sex Offender Regulation

Sex offender legislation has several purposes. These include: (1) protection of the public by prevention of future offending; (2) increasing the ability of police to identify and locate known sex offenders to more efficiently and effectively investigate such crimes; and (3) providing additional deterrence for sex offenders, who are aware they are being closely watched.¹⁷

Opponents have argued that sex offender regulations, while popular, lack empirical evidence that they reduce crime. They also argue that regulation suffers from a number of legal flaws, and is simply bad policy. These criticisms are discussed below.

Opponents argue that registration and notification requirements are unconstitutional because offenders have already paid their debt to society through incarceration, and that registration and notification amount to further punishment, in violation of the Double Jeopardy Clause. Supporters insist that

registration and notification are not punishment, but simply civil regulation. Any punishment that occurs in the process of providing civil protection is simply an “unavoidable side effect.”¹⁸ Therefore the Double Jeopardy Clause is not implicated.

Opponents argue that registration and notification requirements violate the prohibition on ex post facto laws. Ex post facto laws are laws which are enacted after an act and which retroactively impose punishment for that act. Supporters argue that limitation of registration and notification to offenders convicted after the law solves this problem, and

that in any event since registration and notification are not punishment, the ex post facto clause is not implicated.

Opponents also argue that civil commitment in particular is violative of the substantive due process rights of offenders, not only because it also constitutes (like registration and notification) a form of multiple punishment, but because involves a finding of future dangerousness that is impossible to make with a high degree of accuracy.¹⁹ A number of early studies suggest accurate predictions are difficult and infrequent, but supporters point out that recent studies indicate accurate

predictions can be made at about 80 percent.

Opponents also argue that sex offender registration violates the right of privacy of sex offenders. Supporters argue registration is constitutional because it involves a minimal intrusion on the privacy of offenders, and this intrusion when balanced against the interests of society is clearly justified.

Opponents also argue sex offender registration and notification will lead to harassment and vigilantism against offenders, and that this will harm offenders and harm their ability to reintegrate and rehabilitate and lead to increased financial costs (specialized case loads, additional duties for probation and parole officers as well as local law enforcement in maintaining list and notifying the public). Supporters point out that vigilantism can be controlled through prosecution.

Opponents also suggest sex offender registration and notification may lead to an increase in public feelings of safety without cause, as it will not reduce recidivism. To date, there are few empirical studies, and more empirical research is clearly warranted.

Conclusion

How sex offenders are managed and supervised is a matter of great concern to the

general public, politicians and criminal justice professionals. Sex offender notification and registration is part of a larger trend towards community justice. Supporters of notification often claim that such laws enable individual citizens to protect themselves against criminal activity.²⁰ Sex offender laws are also part of the movement to "get tough" on offenders, and are not as far reaching as some proposals. For instance, at least one state, Florida, has passed legislation mandating chemical castration of certain first-time and repeat sex offenders.²¹

Protecting the public from sex offenders and helping offenders with their rehabilitation and reintegration has taken on even greater importance to probation and parole departments as a consequence of the firestorm over registration and notification. There has been a tremendous increase in the amount of resources needed to supervise sex offenders. Unfortunately, there have also been a number of cases involving claims of improper supervision of sex offenders. As a result, the focus is now on containment and control of sex offenders, rather than rehabilitation.

Endnotes

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¹⁰ Peter Finn, *Sex Offender Community Notification* (1997).

¹¹ Zevitz and Farkas, *supra* note 4.

¹² Adams, *supra* note 6.

¹³ 521 U.S. 346 (1997).

¹⁴ *Id.* at 2086.

¹⁵ *Id.* at 2080.

¹⁶ Montano, *supra* note 2.

¹⁷ Petrosino and Petrosino, *supra* note 7.

¹⁸ Alexander D. Brooks, Meagan's Law: Constitutionality and Policy. 15 *Criminal Justice Ethics* 56 (1996).

¹⁹ *Id.*

²⁰ Lois Presser and Elaine Gunnison, Strange Bedfellows: Is Sex Offender Notification A Form of Community Justice? 45 *Crime and Delinquency* 299 (1999).

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PROJECT UPDATE

APPA's Grant and Special Project Update

The American Probation and Parole Association (APPA) receives funds from federal agencies and private foundations to conduct research and training projects on a variety of subject areas related to juvenile and criminal justice issues. In fiscal year 1999, APPA managed 13 research/grant projects whose combined budgets totaled over 2.3 million dollars. Typical products from research/grant projects include program development and implementation guides, training curricula and monographs, and the delivery of training seminars, audio and satellite teleconferences and technical assistance.

The following is a description of current research and training projects being managed by APPA. Check this section in upcoming issues of *Perspectives* to get updates on grant and special project activities. More detailed project summaries may be found on APPA's website at www.appa-net.org.

Electronic Supervision Tools: Improving Practice and Technology

This project, funded by the National Institute of Justice, is developing and disseminating information to assist users of electronic supervision technologies to develop or enhance their programs. A Working Group consisting of manufacturers, service providers and end users of electronic supervision technology is assisting project staff in developing a *User's Guide*. The project also is working with Sandia Laboratories to develop and implement procedures for testing equipment abilities and specifications. Primary APPA staff contact: Ann Crowe.

Implementing and Enhancing Teen Court Programs

This project, sponsored by the National Highway Traffic Safety Administration, is designed to develop resources and provide training and technical assistance to teen court programs (also called youth and peer courts). A major product of the project was the development of *Peer Justice and Youth Empowerment: An Implementation Guide for Teen Court Programs*, which is available free from the Juvenile Justice Clearinghouse (1-800-638-8736). National/regional training seminars were conducted in 15 states and technical assistance

was delivered to more than ten jurisdictions. In March 2000, a focus group was held to discuss the role of restorative justice in teen court programs. A report on the focus group's results will be written and disseminated. Primary APPA staff contact: Tracy Godwin.

Implementing Effective Sex Offender Management Strategies

The Center for Sex Offender Management (CSOM) is a national project established in June 1997, to enhance public safety by preventing further victimization by improving the management of adult and juvenile sex offenders who are in the community. Components of this project include an information clearinghouse on sex offender management issues, intensive training, technical assistance, resource sites and grantees of "Comprehensive Approaches to Sex Offender Management." CSOM is a collaborative effort between the Office for Justice Programs, the National Institute of Corrections and State Justice Institute. The Center for Effective Public Policy and the American Probation and Parole Association are currently working together to administer the project. Primary APPA staff contact: Margaret Griffin. Information also can be found at www.csom.org.

Juvenile Holdover Programs

Juvenile holdover programs provide jurisdictions with limited resources a means for encouraging the enforcement of underage drinking laws, a place to hold status offenders and other non-violent delinquent youth until parents are located or until the youth appears in court. Sponsored by National Highway Traffic Safety Administration and the Office of Juvenile Justice Delinquency Prevention, the purpose of the project is to assist jurisdictions in developing and/or enhancing juvenile holdover programs. The major projects include the development of an *Implementation Guide for Juvenile Holdover Programs*, four statewide training programs, and follow-up technical assistance. Primary APPA staff contact: Karen Dunlap.

National Youth Court Center

Operated by the American Probation and Parole Association (APPA) and funded by the

Office of Juvenile Justice and Delinquency Prevention's (OJJDP's) Juvenile Accountability Incentive Block Grants Program, the National Youth Court Center (NYCC) serves as a central point of contact for information on youth court programs (also called teen and peer courts). In addition to serving as an information clearinghouse, the Center will be developing national guidelines for youth courts and delivering training and technical assistance to jurisdictions interested in developing or enhancing a youth court program. Information can be found at www.youthcourt.net. Primary APPA staff contact: Tracy Godwin.

Promising Practices For Restitution

Payment of restitution by offenders contributes to the economic and psychological recovery of victims and effectively augments efforts within the criminal justice system to hold offenders accountable for their actions and contribute to their rehabilitation. This project, funded by the Office for Victims of Crime, has surveyed restitution programs across the country and used the information to develop a *Compendium of Promising Practices for Restitution*. The *Compendium* addresses all aspects of restitution management, including determining the amount of victims' losses, ordering restitution payment, monitoring and enforcing offender payments, collection and distribution of funds, information management and program evaluation, and collaboration among systems to ensure the processes work appropriately at each juncture. Primary APPA staff contact: Ann Crowe.

Promising Victim-Related Practices in Probation and Parole

The primary purpose of the project, which is funded by the Office for Victims of Crime, is to identify innovative policies, procedures and programs developed by individual probation and supervising parole agencies to respond to the needs of crime victims, and to encourage their replication through dissemination. The document *Promising Victim-Related Practices and Strategies in Probation and Parole* was developed and is available free from the OVC Resource Center (1-800-627-6872). An audio

teleconference on "Responding to Workplace Violence/Victimization" was broadcast on November 9, 1999 and an audiocassette tape of the teleconference is available from APPA. An audio teleconference on the management of restitution will be broadcast in the spring of 2000. In addition, a handbook on involving victims in the reentry process is being developed. Primary APPA staff contact: Tracy Godwin.

Training and Technical Assistance for Implementation of Substance Abuse Testing within the Juvenile Justice System

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) through the Juvenile Accountability Incentive Block Grant (JAIBG) Program has funded APPA to provide training and technical assistance to implement drug testing in the juvenile justice system. Goals

for this project are to:

- prepare a *Policy Brief for Decision Makers on Drug Testing in the Juvenile Justice System*,
- prepare the previously developed training curriculum for delivery via the Internet, and
- provide technical assistance to assist agencies in developing drug testing programs.

Primary APPA staff contact: Linda Sydney.

Understanding and Implementing Effective Offender Supervision Practices and Programming

The goal of this project, funded by the Bureau of Justice Assistance, Office of Justice, is to increase the availability of information and training on understanding and implementing effective offender supervision practices and programming to probation and parole

professionals, especially those working in rural areas. Recognizing that officers in rural agencies often do not have access to traditional training events, this project offers training through 11 audio teleconferences on topics selected by rural officers in a survey conducted by APPA. Primary APPA staff contact: Linda Sydney.

APPA Specialized Training And Technical Assistance Program

One cost-effective way to provide the latest information on effective probation and parole practices is through local training seminars tailored to meet the specific needs of your agency. Your officers receive the information they need to perform their day-to-day activities and your agency saves money when you consider costs involved in sending staff to training events outside of your jurisdiction. APPA primary staff contact: Karen Dunlap.

APPA Grant and Special Project Staff

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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.

Further information and applications may be obtained from:

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Hope in Community Corrections: Why Bother?

MOST OF US ENTERED THE FIELD OF HUMAN ENGINEERING because we wanted to make a difference and we believed we could. We entered the field filled with hope and idealism. Hope is a feeling that what we want will happen. It is a desire accompanied by expectation. It means to want and expect, and it is synonymous with optimism and desire. Hope is about dreaming and working to achieve those dreams.

Hope is the most vital tool you can bring with you to the job. It is the most important gift you can give a client or a coworker. Hope is the life-blood of our dreams and the driving force behind our continued existence.

- Hope coaxes our continual, plodding improvement.
- It provides the impetus for an attempt at perfection.
- Hope picks us up when we fail. It ushers us back into the batter's box of life.
- It provides us the faith that when things are out of control we will somehow gain a foothold to help us weather the storm.
- Hope helps us see the potential in the seeds we plant, in the effort we put toward nurturing and protecting growth, and in the unseen fruits of our labors.
- It helps us take risks with our abilities while anticipating that our intentions and efforts will be understood and appreciated.
- Hope helps us move forward into stronger or new relationships after experiencing temporary pain or permanent loss through a relationship.
- It provides us with an appreciation of the foundation of knowledge we have amassed and assures us that these divergent ideas will meld into a smorgasbord of options.
- Hope gives us the motivation to get out of bed to face the demons of cynicism and despair that haunt our day-to-day efforts on the job.

Why Is Hope So Difficult To Sustain?

In the business of community corrections, you will be tempted to give up hope every day. You will be disappointed daily. Every day, you will be inundated with messages that directly or subtly try to sap hope from your consciousness. You *must not* give in. You *must* help your coworkers and the people to whom you provide services to hold on to hope. You *cannot* lose hope. You are in the business of hope. You are responsible to – no, you are *mandated* to bring hope to the job.

This is no easy task. You receive messages nearly every day from our leaders and the media that assail your hopefulness.

- “It’s a war on crime!”
- “Fighting the battle for safe streets!”
- “Eliminating the perpetrators of street crime!”
- “Cracking down on street thugs.”
- “Neighborhood Strike Force to Attack Crime”
- “Interdiction.”
- “Infiltration.”

All of these phrases and words (and many more) are taken from the military or have war-like or violent phraseology. They describe ways of neutralizing or destroying the enemy or connote a military strategy. Our country’s leaders have found it politically expedient to talk about crime using war analogies and metaphors. Even a popular criminologist who advocated for more resources to help turn kids’ lives around used a war analogy when he spoke of finally getting the long-desired national attention focused on youth crime. He said, “They’ve sent the cavalry and they’re shooting at us.” These analogies and metaphors raise people’s fears because there are few things more frightening and out of our control than a war. If they are right that we are waging a war on crime, and criminals are the enemy, then are we not collaborating with the enemy when we try to provide a helping hand to offenders, advocate for services they need, ask for better conditions, and solicit someone to give them a chance?

These not-so-subtle messages poison our minds and make us afraid to display hope and admit our care and compassion for offenders. I challenge you to think of the terms you use in daily life that have metaphorical links to violent terminology and quit using them. Don’t fight for someone; advocate for him or her. Don’t battle the bureaucracy; challenge it. Don’t support a war on crime; support a renaissance of social consciousness and effective long-term strategies that address the root causes of crime and prevent further victimization.

“If it bleeds, it leads.” That is how the media typically prioritizes its stories. Recent studies show that, while crime rates have fallen, the number of media stories focusing on crime has increased. The perception created by the media negatively affects our outlook on life in general and offenders specifically.

You also get plenty of hope-depleting messages from people outside the profession – neighbors, friends, relatives, and others. These may be innocent comments that have nothing to do with your work. They could be simple comments about the lousy weather or the high cost of medical care. These comments remind us of things over which we have no direct control, and therefore, they foster hopelessness. Recognize you do not

Why do people play golf? Maybe they are masochists, or they like competition, or the game provides a chance to socialize. There are many reasons (or excuses) people use to explain why they golf. Golf can be very alluring because of the intermittent rewards each golfer experiences. In that sense, it is a lot like gambling. Yet, each golfer I have talked with had a shot they thought they could make or a score they hoped to shoot. Each had a goal of improvement. Usually, that goal is something short of a hole-in-one or shooting par, but nonetheless, each golfer hopes to better his or her score from last year or the last round played. Most golfers hope for continual improvement.

Hope is a good thing...maybe the best of things.¹

Many people bowl for the same reasons they golf, such as socialization and competition. Like golfers, bowlers also have goals of improving their performance. Unlike golf, a perfect game — bowling a 300 — can and does occur for a few for tunate bowlers. Anyone who bowls holds out hope of one day bowling that perfect game. They hope to experience the exhilaration and accomplishment of perfection.

Hope is a good thing...maybe the best of things.

Major league baseball players regularly step up to the plate with hopes of hitting a home run or, at least, getting a hit. Normally (actually with regularity), they fail. Most, if not all, of history's home-run champions struck out more often than they hit home runs. The best hitters in baseball rarely are able to get a hit much more than 30 percent of the time. Failure occurs more often than success for batters. Yet, successful baseball players don't step to the plate anticipating failure. They aspire to success. They learn from their mistakes. They treat previous failures at the plate as a learning experience that allows them to make adjustments. They want to increase the hope of getting a hit the next time they step up to the plate.

Hope is a good thing...maybe the best of things.

Sometimes people mow their lawns because of neighborhood pressure, to minimize the possibility of snakes and other wildlife inhabiting their yards, or so they can see their neighbor's latest purchases. But many people mow their lawns because it looks good when they finish. They etch nice, straight, orderly green swaths on their palatial estates. For many, it is a tangible example of accomplishment. The grass becomes unsightly and unruly, and they then take control of the situation. After completing the makeover with their Lawnboy, they sit in their lawn chairs with a cold drink in hand looking over the coifed grass with a renewed sense of hope that there are things in this world that they can control — at least for a day.

Hope is a good thing...maybe the best of things.

Some people, I suppose, plant and maintain gardens so their yard is more beautiful than their neighbor's or so their cucumbers are the biggest at the county fair, but I suspect many people plant and maintain gardens so they can watch the fruits of their labors flourish. They create fertile soil, water their plants regularly, keep life-choking weeds clear of the roots, and work their land hoping to see the plants produce their fruits or blossom into a beautiful array of colors. For many amateur gardeners, watching the plants grow is as satisfying as seeing the plant at full maturity. In a garden, the daily advancement in growth brings hope of positive developments to come.

Hope is a good thing...maybe the best of things.

Some people engage in creative arts because of a drive to express themselves. I am, frankly, jealous of people who have the talent to create works of art or have the courage to perform creatively in front of audiences. Actually, I suppose people get involved with the creative arts for many of the reasons they do the other things I have mentioned. However, creative expression — no matter what form it takes — often comes from the hope of the artist or performer that he or she will somehow communicate a mood or message that will reach the audience effectively. No matter how small the audience may be, performers hope their efforts will be not only appreciated, but also understood.

Hope is a good thing...maybe the best of things.

Fostering friendships or entering into an intimate relationship is always a perilous experience. Not only does one have to deal with another person's idiosyncrasies, but also, just when one thinks one has learned to accept these personality and behavioral quirks, the relationship is threatened or ended. Developing and nurturing meaningful relationships requires effort and sacrifice. Often, these efforts will fall short of a fully developed, healthy, and honest relationship. Even after such a relationship is developed, the stability of the relationship is subject to all sorts of challenges that threaten its foundation, such as unresolved disagreements or transgressions, moving away from each other, and sometimes death. People fear intimacy for good reason; no one likes rejection. Still, many of us continue to dive into relationships and disregard the potentially painful consequences. We long for those things we hope a relationship will produce — companionship, intimacy, security, love and personal enhancement.

Hope is a good thing...maybe the best of things.

School and academic work can be particularly frustrating when information one is fed, or the materials one reads, are not readily transferable to the career path to which you aspire. What can Biology 101, Introduction to Literature, or Mathematics have to do with working with correctional clients? Directly, perhaps very little. How can one possibly remember and assimilate all the information one receives in major course work, and does the knowledge really pertain to actual job responsibilities? The information very well may not have a direct correlation to one's duties as a professional. College should be a time of learning, and acquiring specific information is certainly part of this. But college also should provide opportunities to learn how to learn, to practice thinking in diverse ways, to become disciplined in one's work, and to test preconceived ideas in an atmosphere that tolerates different opinions (at least much better than most work environments). One hopes to develop a diverse foundation of knowledge, skills, and discipline that will serve one well in both one's professional and personal lives.

Hope is a good thing...maybe the best of things.

So, all you highly qualified, richly rewarded professionals, why do you bother to show up for work? I suspect most of you do show up for work because you hope to get a paycheck that will cover the cost of your basic human needs and, hopefully, allow some money for fun and pleasure. However, I am not so cynical or naïve that I believe we all entered this field only for the meager monetary rewards it usually provides. No, I would guess most of you are doing what you do because you hope to make a difference in a victim's or an offender's life, to help make your communities better places to live, and to make the world a safer and more peaceful place. You come to the job filled with the ideologies of hope and compassion.

Hope is a good thing...maybe the best of things.

Besides the phrase repeated throughout this litany, Andy in *The Shawshank Redemption* also said during a prison mess hall discussion, "There's something inside that they can't touch — hope."

have control and ignore the comment. Better yet, make a comment that is hopeful. My father used to tell people who complained about the weather and health care costs that bad weather helped him appreciate sunny days more and that the high cost of medical care made him appreciate his good health.

These same people also give you messages meant as compliments, such as "You must have the patience of a saint to do the work you do," or "How can you work with such difficult clients?" Although such accolades and comments may make you feel momentarily saintly or euphoric, just as with a sugar rush, you're bound to crash. It is difficult, at best, to be a saint. When you invariably come up short, you feel you're a hypocrite and it's impossible to regain your ordained status. Therefore, it's probably best to resist efforts to characterize as saintly the status of your work. After all, don't most jobs have intrinsic value, don't all jobs require some degree of patience, and don't they all present challenges someone in another profession might find insurmountable? I like to turn the conversation around to focus on the importance of the other person's job.

Besides, the challenge of your job, the ultimate hope of your job is to bring about positive change in clients (and sometimes their families) as well as victims and the community. Success *must* be measured in small increments. Eliminating a lifetime of learned behavior and emotional trauma is rarely, if ever, an instantaneous event. It is usually a long-term process fraught with setbacks. Therefore, saintly expectations, whether accepted or self-imposed, only increase the chances of dashed hopes. Most successes are accompanied by multiple experiences of failure. Having high expectations must be tempered with an acceptance for small, sometimes undetectable, increments of progress. For example, think of the highs and lows in the work of Edison as he created the light bulb, or for Ann Sullivan's efforts to communicate with Helen Keller, and in the process of Blacks gaining the right to vote in South Africa.

Perhaps the most dangerous virus to infect a healthy and hopeful attitude is the contagious comments and behaviors of coworkers and others involved in the justice system. We are confronted daily with cynical and pessimistic attitudes from those on whom we should be able to rely on for emotional and spiritual support in our day-to-day struggles on the job. We are all guilty of being cynical and pessimistic at times. In fact, if you were not occasionally cynical or pessimistic, you probably would be nuts. However, deflecting large doses of cynicism and pessimism injected into our daily work culture by those who should be fostering hope is a difficult task. Chronically cynical people ooze a contemptuous disbelief in human goodness and sincerity. Pessimists expect the worst to happen. Together, they foster an environment of despair. These harbingers of gloom and doom rail against hopeful attitudes. Individually, their attitudes and beliefs are difficult to deflect. When two or more are together, they represent the "dark side of the force." Each of us has been lured into this web of disparaging words and thoughts during conversations with these individuals. You hear phrases such as "A lost cause." "The kid's an animal." "Don't waste your time or energy." "We should lock 'em all up and throw away the key." "These lowlifes don't deserve the time of day." "You can't expect much from that little scumbag." "The world is going to hell in a hand basket." "I can't do it." "I wish it was the end of my shift" (five hours before completing it). The negative energy emitted is hard to resist, but resist you must. If you don't see the utility in being hopeful and standing up for hopeful solutions in this line of work, you should do something else.

The offenders, their families, victims, and many community members you interact with daily bring enough despair to the table already. You can't possibly expect to help them turn their lives around if you

contribute to their despair with your own poor attitude or negative thoughts. As Donald Sutherland's character "Oddball" in Kelly's *Heroes* was fond of saying, "Enough with the negative waves already."

No positive change that I am aware of has come about without hope. Hope is the antithesis of despair. Despair is the evil offspring of pessimism and cynicism. "I can't do it," never accomplished anything. "I will try," has performed wonders. You will fail, you will be hurt, you will make mistakes, but you must *never* give up hope. Dr. Martin Luther King, Jr. said, "We must accept finite disappointment, but we must never lose infinite hope."

Creating Environments of Hope

So, you come skipping into work singing *Whistle While You Work* with a broad smile on your face greeting everyone with unbridled enthusiasm. Ten minutes later your colleagues are collecting a urine sample from you! Seriously, you come to work in a good mood, filled with hope, and you are immediately suspect. "What's with you?" "How come you're in such a good mood today?" "What are you on?" Given the importance of hope in our profession, it is odd that a good mood often is seen as the exception rather than the rule. You actively display hope for a client no one else thinks has a chance, and you hear from your co-workers, the administration, law enforcement, and others that "You're an idealist." "You're a Pollyanna." "You're naïve." To those comments, I say, "Thank you, thank you." Naïve, no; hopeful, yes. Don't burst someone's bubble. Nurture and protect their hope. Why should we ever want to repudiate the hope someone brings to the job?

Being hopeful and believing all people deserve care and compassion does not mean a person subscribes to practices that put the community at risk and disregards research-supported practices. I think effective and hopeful people recognize the limits of their abilities and work environment. They understand the propensities given certain factors; they are well read and instructed on cutting-edge approaches; they see possibilities; they believe they can effect positive change; and they push the pragmatic limits.

My father used to tell me that the glass was half full, not half empty and that if I didn't agree, I should get a smaller glass. He was an optimistic, but practical man who lived through the depression and the death of his father and both of his young siblings. He told me repeatedly that the only good that comes from a negative outlook and poor preparation is experience – *He even saw hope in pessimism!*

So, how do you create and maintain an environment filled with hope? By you, I mean the collective you. This is not one person's responsibility. It is the responsibility of every person in this field. A sense of hope is rarely developed in a vacuum.

We must work on continual improvement personally and encourage it from those around us. Experiencing and witnessing improvement instills hope in all of us. Just like the recognized improvement in your golf game can bring positive anticipation for the next round, so, too, can improvements — both personally and professionally — help us greet the day. Improvements come disguised in all sorts of ways, so sometimes we have to search for them, and we have to help others find them. Continual improvement encourages hope, and hope encourages continual improvement.

Hope matures in an atmosphere that allows for failure. Failure is the precursor to getting it right and finding new solutions. Remember Edison and the light bulb? Risk-taking and initiative should be encouraged. Supervisors and administrators, take note. Your actions, attitudes, and policies may discourage risk-taking and initiative. In fact, they may make staff anxious to avoid taking risks and initiative. How

do you treat suggestions? Do you show interest and thank people for contributing new ideas? Do you allow for unabashed questioning, or do you treat staff who raise challenges as though they are stepping out of line? Do you praise and credit staff? If not, why would people risk failure if there were no rewards for success? Do you point the finger and place blame and criticize staff for blunders? The fear of being blamed stifles initiative. An appreciation for initiative and risk-taking fosters hope in all staff. Providing staff a feeling of empowerment — of having influence in the creation of the larger picture — gives rise to hope that they are part of solutions and initiatives.

Community corrections professionals must understand that some degree of failure is a foregone conclusion for all of your clientele. No matter how good the case plan is, no matter how charismatic and intelligent you may be, there will be some degree of failure. Failure should be anticipated. Most of your clients did not suddenly start making bad decisions one day. Most have honed their bad decision-making skills into a fine art, and these have become a key ingredient of a recipe for stupid human tricks. The failure of some of your case plans and repeated blunders by your clients should be expected. Some behavior problems are more serious than others are, and the level of tolerance you or the system has for these errant misdeeds will vary. However, when possible, these failures in strategy or compliance should be seen as teaching moments — both for you and your clients. If the failure is yours, or due to a misguided plan, admit it and demonstrate how to correct the mistake. The clients will see tangibly how your miscalculation or mistake helped you make improvements. If they make mistakes, help them correct the misstep, or help them see how they can correct their ways. Then praise them for their efforts. Failure can be the impetus for hope.

Perhaps nothing can bring on hopelessness faster than feeling as though you have no control. Conversely, accepting and appreciating those things you can control or even having a modicum of power to help determine your options can heighten your hopefulness. First, recognize those things in your life that you can control — which is very little. You can control *your* behaviors and *your* attitudes. You can control the thermostat — if you live alone. But even then, you cannot control the weather that influences the thermostat. At best, you might gain temporary control of situations or people. If you can accept the fact that you really cannot control much of anything outside your own physical structure, your hope for dominating the world will not be dashed. You *can* hope to have influence on matters occurring around you. Your attitude and behavior *do* matter. The face you wear on the job, and the actions you take *can* and *will* have either a positive or negative influence on those around you — even if you don't realize it. I suspect we all can recall experiences in our lives that produced a lasting memory for us, but no one else involved remembers it. For example, an accolade from a teacher, a shaming comment from a parent, or a reaction from a friend may be seared in our consciousness. Not only can you sometimes have an immediate and obvious influence on someone by how you act or what you say, but you can have a delayed effect on him or her also. Consider that your attitude and behavior during an interaction — even a one-time, brief interaction — can have a lifetime influence on someone. You could have multiple interactions with someone and not have any noticeable effect on them and then, suddenly, the influential moment occurs! What will that message convey: shame and despair, or acceptance and hope? Will that which you can control — your attitude and behavior — be hope-inducing or not?

Just as understanding that what we can and cannot control helps us with the maintenance of our hopeful attitudes, recognizing that our work is a growth-inducing endeavor that has no finished product can provide

us with a daily infusion of hope. Consider yourself a gardener. You can plant the seeds of positive change, provide the fertile soil of a healthy environment, weed out bad influences, and introduce the growth-inducing waters of learned skills and experiences. Get your hands dirty and tend to your garden. Then, stand back every so often and take stock of the growth before your eyes — no matter how minute or inconsistent. Have others help you see the progress, because often we do not see the changes that are closest to us. These reflective moments give us hope to continue our labors. However, there is an important caveat to consider: You probably will never see the total fruits of your labors, and just when the greatest growth begins to occur or the first blossoms open, you will have to move on to tend another garden. The hope in our efforts — to provide the nurturing, protective, and healthy experiences for clients — is that we will have strengthened their root system so they will continue healthy development.

Hope springs eternal for the artist. A dear friend, Gisela Konopka, is fond of saying that the best youth workers are artists. She means that figuratively and literally. Each day that we step into our jobs of human engineering, we are presented with a new canvas on which to express our creative talents. Don't ignore this opportunity. Bring out your own creativity and encourage the creativity of others. Being creative in your work requires taking risks. Not everyone will appreciate your talents, and your efforts frequently will fall short of a masterpiece. Sometimes, people will think you are crazy. Your attempts at creativity may simply provide you with a means to get someone's attention. But what a hope-inspired opportunity creative expression can elicit!

Tennyson was expressing optimism when he wrote, "Tis better to have loved and lost than never to have loved at all." Community corrections professionals are in the relationship business. We run the risk of being disappointed or hurt in a relationship and/or we have the chance of feeling the exhilaration of a strengthening bond every day. Hopefully, we understand the ebb and flow common to relationships; most of the clients we work with do not have that ability. They come from environments where relationships are shattered regularly, and are far from healthy because they are based on manipulation, abuse, deceit, and exploitation or involve people who give up easily at the first sign of adversity or failure. Some, because of years of abuse and neglect, suffer from poorly developed brains and they are unable to readily accept and appreciate the closeness of a healthy relationship. Yet, as you work to develop a relationship with each of your clients who come to you equipped with a plethora of defense mechanisms, instill in them the hope that not every layer of their emotional armor is necessary. Show them that through your care, compassion, and dedication, a good relationship can develop and persevere. Will you be hurt? Sure! But notice that occasional smile, feel the brief connection, accept the rare sign of intimacy. There is hope in these relationship-building efforts. You just have to look for the signs and point them out to your co-workers.

Train one in new ways of performing one's work. Give one new ways of looking at the world. Demonstrate to one a new skill. Present one with information that helps one understand why what he/she is doing is or is not effective. One has just been given hope that there are alternatives, different perspectives, easier ways to perform a task, and reasons the results one have long expected occur. Personal enlightenment is the embodiment of hope. Formal learning experiences, whether directly or indirectly related to our work, provide us with an expanded set of alternatives, including new mindsets and skills. Sometimes, the new information or skill itself is not as helpful as an idea it triggers or a realization that enhances or alters the way we have understood something. It is hard to argue against the importance of education as a purveyor of

hope. Few things bring on a renewed sense of hope more effectively than a mind-expanding experience.

Unfortunately, we often run smack into the grizzled veterans who display disdain for our enthusiasm while they perpetuate their own brand of cynicism, pessimism and apathy. The same thing happens all too often when we change jobs. Why do veterans step on this infusion of positive energy? Is it because they are realists? Perhaps. Is it because they don't want others to get hurt? Maybe. Is it because hopeful people are painful reminders of their diminished hope and idealism? Probably. We need to embrace positive energy whenever we can. Yes, we should share information that is helpful. Yes, we should be protective. But we can do this in ways that do not squash others' hopes.

There are significant developments and initiatives around the country that give people in our profession reason for hope. For example:

- The American Probation and Parole Association has developed a vision for the association based on input from thousands of community corrections professionals. It reads, "We see a fair, just and safe society where community partnerships are restoring hope by embracing a balance of prevention, intervention and advocacy."
- More and more research outlines and prescribes effective intervention strategies. We are much more sophisticated at predicting risk and need factors and understanding and implementing effective intervention strategies. These developments give us hope that we can more positively affect a client's behavior, use our limited resources better, and keep the community safer.
- Collaborations and partnerships are springing up in many places they were never seen before. For example, working alliances have developed between institutional corrections staff and field service agents, field agents and law enforcement, victims and justice personnel, and courts and communities. In some locales all facets of the justice system are focusing on primary prevention initiatives. Groups are sharing resources, gaining an appreciation of each other's pressures and concerns, and changing the way they are doing their jobs.
- Victims are advocating for rehabilitation services for offenders and are becoming actively involved in supporting the work of correctional agencies.
- Restorative Justice initiatives of all types are bringing together victims, offenders, and communities to address and repair the harm caused by crime. The end results are revealed in sentencing decisions that are palatable for all three parties for whom the justice process now has a renewed sense of credibility.
- Community Justice initiatives that blur the line between the justice system and the community by developing partnerships for prevention and intervention strategies involving joint responsibility for our communities' safety and vitality include such programs as Operation Nightlight in Boston; Bend, Oregon's community justice initiatives; and Vermont's Reporative Sentencing Boards.
- Previously competing interests, both within and outside the justice system, are coming together to form partnerships and share resources. Juvenile assessment centers are combining, under one roof, mental health and chemical abuse screening, academic assessments, family counseling, community service projects and offender treatment programs. The services are provided by a variety of public and private service providers.
- Doomsayers and advocates for the lock'em up — or tail'em and jail'em — approaches to crime reduction are now changing

their tunes. For instance, previously strong proponents for longer prison terms and more prisons are now supporting community alternatives. They say that more money needs to be spent on intervention and prevention strategies and on services for offenders in the community.

- Several divisions of the Office for Justice Programs within the U. S. Department of Justice have seen huge increases in their allocations from Congress. Most of this money is filtering down to the States and local governments for system improvements. Despite the prescriptive wording of much of these allocations and the draconian nature of some of the recent public policy, the Department of Justice has done a yeoman's job of trying to be as nonprescriptive as possible, allowing the state and local benefactors to exercise self-determination in the use of these funds.

So, you see, there is much to be hopeful about! The following parable demonstrates the power of hope:

A farmer owned an old mule that fell into the farmer's well. The farmer heard the mule braying, and after carefully assessing the situation, he decided that neither the mule nor the well was worth the trouble of saving. Instead, he called his neighbors together, told them what had happened, and enlisted their help to haul dirt to bury the old mule in the well and put him out of his misery.

Initially, the old mule was hysterical! But as the farmer and his neighbors continued shoveling and the dirt hit the mule's back, a thought struck the mule. It suddenly dawned on him that every time a shovel load of dirt landed on his back, HE SHOULD SHAKE IT OFF AND STEP UP! This he did, shovel after shovel full of dirt. "Shake it off and step up, shake it off and step up, shake it off and step up!" he repeated to encourage himself.

No matter how painful the blows, or how distressing the situation seemed, the old mule fought panic and despair and just kept right on SHAKING IT OFF AND STEPPING UP. It wasn't all that long before the old mule, battered and exhausted, stepped triumphantly over the wall of the well. What seemed like it would bury him actually blessed him, all because he had hope and handled his adversity proactively.

So, when you find yourself surrounded by a deep well of despair, being buried by a relentless barrage of pessimism, surrounded by seemingly insurmountable walls of cynicism, shake it off and step up. Have hope! Face your challenges with determination and a positive attitude.

Hope is the most vital tool you can bring with you to the job. It is one of the most important gifts you can give someone else. Hope is the life-blood of our dreams, the driving force behind determination, and the reason for our continued existence. You must not give up hope. You must help others gain and hold on to hope. You are in the business of hope.

Hope is a good thing...maybe the best of things. □

Carl Wicklund is the Executive Director of the American Probation and Parole Association in Lexington, KY.

NOTE:

¹This repeated phrase comes from Andy Dufresne's (Tim Robbins) letter to Red (Morgan Freeman) in the movie, *The Shawshank Redemption*.

July 23-29, 2000 Declared Probation, Parole and Community Supervision Officers' Week

The American Probation and Parole Association is pleased to announce a nation-wide recognition of adult and juvenile probation, parole and community supervision officers the week of July 23-29, 2000. To help celebrate APPA's 25th anniversary, Probation, Parole and Community Supervision Officers' Week is being held in conjunction with the APPA 25th Annual Training Institute in Phoenix, Arizona.

Probation, Parole, and Community Supervision Officers' Week is a week set aside to honor and recognize the line officers who are on the front lines working one-on-one with the offenders who work and live in our communities.

Tens of thousands of officers work to ensure public safety through monitoring offenders—recognition for these unsung heroes is long overdue. These officers utilize and make referrals to community resources in an effort to assist the offender to obtain the services they need, develop and maintain partnerships with other community and law enforcement agencies, and work and coordinate efforts with victim service programs. According to the Bureau of Justice Statistics, there were 4.1 million men and women on probation and parole as of December 31, 1999. This number does not reflect the number of juveniles on community supervision.

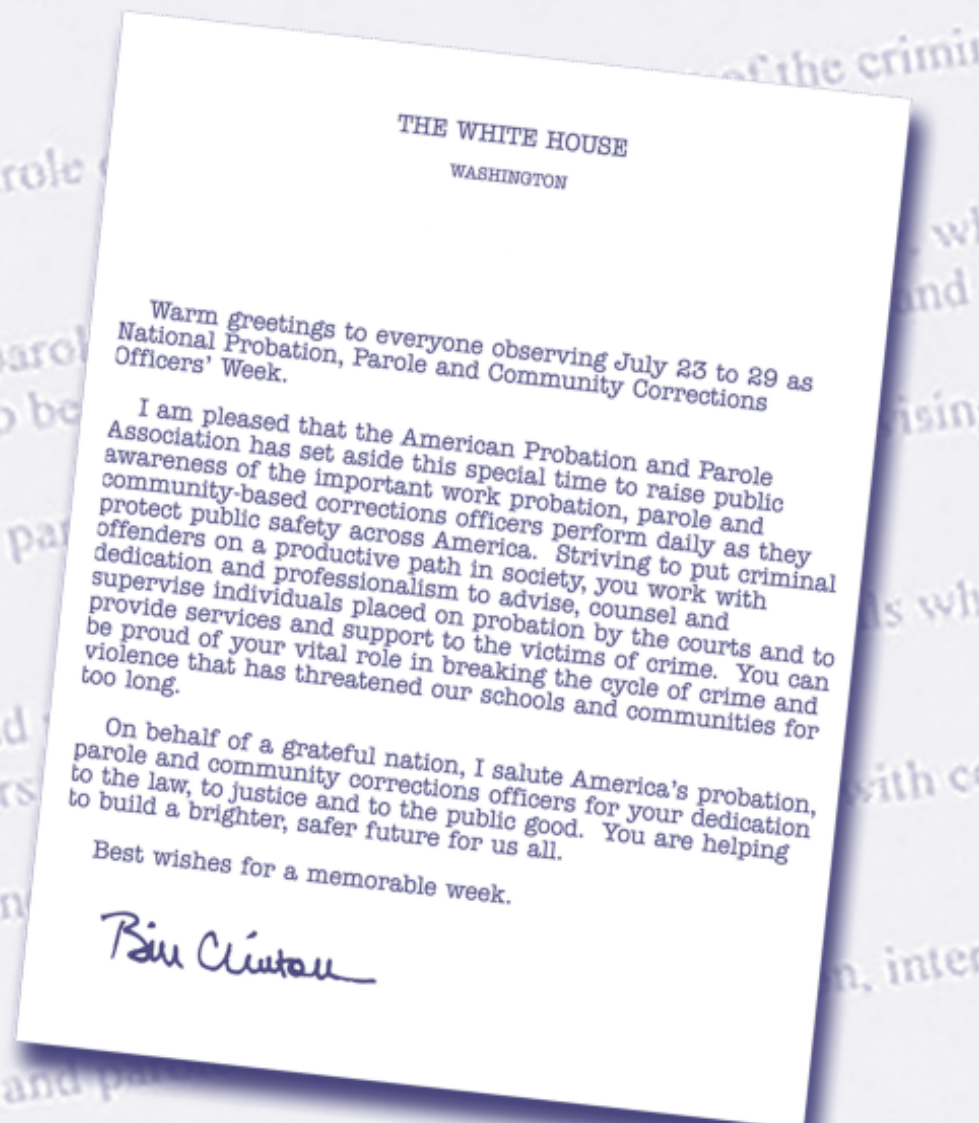
To date, APPA has received proclamations recognizing this week from 48 states. In addition, a presidential message has also been obtained from President Clinton saluting probation, parole and community supervision officers. Visit APPA's website to view proclamations. Click on the name of your state and you will be able to view your state's proclamation.

To publicize this important week, the APPA Public Relations Committee has put together a media packet that includes a news release and a letter that will include information about the week. This information will be mailed out to APPA agency members, affiliate members, regional representatives, executive committee members, and those members who assisted in obtaining proclamations from the individual states. APPA urges individual agencies to promote Probation, Parole and Community Supervision Officers' Week. Agencies should contact local groups (e.g. Kiwanis Clubs, Lions Clubs, Fraternal Order of Police, women's

groups, victim's groups, etc) and let them know someone would be available to speak to their group during the week to inform and educate them about who they are and what they do. Also, submit news releases to local media, local radio, local TV stations and any appropriate state newsletters. Agencies may want to include some state history or statistics to make it more suitable for their state. If your agency would like a copy of the media packet, please contact Karen Fuller at (859) 244-8196 or email kfuller@csg.org.

APPA also urges agencies to celebrate Probation, Parole and Community Supervision

Officers' Week. Provide pens, bookmarks, key chains, ribbons and buttons. Distribute them to promote and show appreciation for their efforts. Host a luncheon, coffee, reception, or provide doughnuts or pizza for the officers in your agency/office sometime during the week to recognize the officers. Another great way to show your support and appreciation is by sending your officers to the APPA 25th Annual Training Institute in Phoenix, Arizona on July 23-26.



American Probation and Parole Association



THE AMERICAN PROBATION AND PAROLE ASSOCIATION IS CELEBRATING 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 frustrated 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 the status quo, the founders sought to define the national priorities of probation and parole rather than become defined by the priorities of other related organizations. 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.

APPA's success during the next 25 years rests in the hands of its current and future members—the dedicated and competent individuals who every day strive for "community justice and safety for all." It is only through the inspired leadership and committed efforts of APPA's probation, parole and community corrections members, that APPA will be able to one day say, "We see a fair, just and safe society where community partnerships are restoring hope by embracing a balance of prevention, intervention and advocacy."

A Look Back at Our History. . .

Author's Note: The information included in this article by no means covers all of APPA's activities or accomplishments over the past 25 years, but merely attempts to hit some of the high points. If you feel we have left out something of great significance or if you feel some of the information is in error, please feel free to write us at APPA, P.O. Box 11910, Lexington, KY 40578.

1975

AUGUST 19, LOUISVILLE, KENTUCKY

BIRTHPLACE OF THE AMERICAN PROBATION AND PAROLE ASSOCIATION

A small task force of probation and parole personnel outline their recommendations for development of the American Probation and Parole Association to members of the American Correctional Association ad hoc committee on probation. At this time, the proposed constitution is adopted and officers are selected for various positions. Annual membership dues are \$5.

1976

JANUARY 1976

FIRST ISSUE OF PERSPECTIVES

At 14 pages in length, *Perspectives* resembled a newsletter with the caption on the cover stating, "News and Notes of Interest to Probation and Parole Personnel."

AUGUST 22, DENVER, COLORADO

APPA HOLDS ITS FIRST ANNUAL TRAINING INSTITUTE

The First Annual Training Institute offers ten workshops dealing with issues of caseload management, dwindling resources and the value of contemporary probation and parole operations.

1977

SPECIAL LOGO APPEAL

A special logo committee is formed in search of an official APPA logo. The committee stipulates that development of a logo be a total membership project.

FIRST WALTER DUNBAR MEMORIAL AWARD

Scotia B. Knouff Waite of Nassau County Probation Department receives APPA's first award.

AUGUST 20-21, MILWAUKEE

APPA SECOND ANNUAL TRAINING INSTITUTE

Twelve workshops are conducted such as "Doing More with Less – The Effects of Tight Budgets on Probation and Parole." Rates for lodging rooms range from \$15 - \$34. APPA has grown to 1,000 members.

1978

MAY 31

FIRST GRANT PROJECT

APPA receives its first grant entitled, "Improving Services to Victims through Probation." The grant is awarded from the Law Enforcement Assistance Administration and the National Institute of Corrections and administered jointly by APPA and the Blackstone Institute (a research center experienced in victims services programs). The grant provides free technical assistance and training to agencies.

CODE OF ETHICS APPROVED

APPA's professional practices committee presents the APPA Code of Ethics.

DUES INCREASE

Annual membership dues double in cost to \$10.

AUGUST 19-20, PORTLAND, OREGON

APPA THIRD ANNUAL TRAINING INSTITUTE

The registration fee of \$14 for members and \$15 for non-members includes 10 workshops, a general session and a breakfast.

1979

AFFILIATION WITH AMERICAN CORRECTIONAL ASSOCIATION (ACA)

The APPA Board of Directors vote to affiliate with ACA.

AUGUST 18-19, PHILADELPHIA

APPA FOURTH ANNUAL TRAINING INSTITUTE

The Institute theme, "Contemporary Developments in Probation and Parole" includes a wide spectrum of topics. The registration fee is \$20 for members and \$30 for non-members. Hotel lodging rates are \$32 - \$37.

1980

AFFILIATE MEMBERSHIP

APPA launches a new category of membership. The Kentucky State Parole Officers Association is welcomed as APPA's first affiliate member during APPA's Annual Institute in San Diego.

AUGUST 16-17, SAN DIEGO:

APPA FIFTH ANNUAL TRAINING INSTITUTE

Workshops address "what is right" with probation and parole and what can be accomplished in the 1980s.

APPA HAS A LOGO!

APPA's logo is printed for the first time in Fall/Winter issue of *Perspectives*.

1981 NEW CONSTITUTION

APPA's new constitution is ratified by the APPA's membership and became effective January 12.

NATIONAL INSTITUTE OF CORRECTIONS GRANT

APPA is awarded a \$100,000, one-year grant to conduct a nationwide study on critical issues, strategies and mission in probation and parole.

OCTOBER 18-21, MONTREAL, CANADA APPA SIXTH ANNUAL TRAINING INSTITUTE

Attendance tops 700 from the United States and Canada. Registration fees are \$55 for APPA members and \$65 for non-members.

1982 OCTOBER 3-6, CHERRY HILL NJ APPA SEVENTH ANNUAL TRAINING INSTITUTE

The Seventh Annual Institute is held in conjunction with the 40th Annual Institute of the Probation Association of New Jersey — the first APPA Institute not held in conjunction with ACA.

UNIVERSITY OF CINCINNATI AWARD

APPA, in conjunction with the University of Cincinnati, presents the newest award to Randy Polisky. The award is developed to honor an individual, typically from an academic research or government agency not engaged in providing probation or parole services, who has made significant contributions to probation and parole field or criminal justice technology.

POSITION PAPERS

APPA releases final drafts of six position papers including the topics of workload management, budget cutbacks, community resources, professionalization of probation, community support and probation mission and goals. These position papers are a result of the NIC-funded grant on critical issues, strategies and mission of probation and parole.

1981

LINE OFFICER OF THE YEAR AWARD

The first Line Officer of the Year Award is presented to Anthony J. Czarnecki of New York. The award is developed to honor 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.

1983

SEPTEMBER 18-21, NIAGARA FALLS, NEW YORK/ONTARIO APPA EIGHTH ANNUAL TRAINING INSTITUTE

The theme of the Institute is "The future of Community-Based Corrections: Strategies and Training." Workshops are held on both the United States and Canadian sides of the border.

1984

AUGUST 26-29, BOSTON, MA APPA NINTH ANNUAL TRAINING INSTITUTE

The Institute features a commemoration of the birth of John Augustus, the father of probation, in ceremonies at the John F. Kennedy Library. Over 1,600 people attend.

A REPORT ON THE LABOURS OF JOHN AUGUSTUS- BICENTENNIAL EDITION

APPA offers their first publication, *A Report on the Labours of John Augustus* available for purchase at a cost of \$12.

APPA EXECUTIVE DIRECTOR

Lester Cohen resigned his elected positions as treasurer to accept a one-year contract as the Association's first paid Executive Director.

1985

SEPTEMBER 22-25, HOUSTON, TEXAS APPA TENTH ANNUAL TRAINING INSTITUTE

APPA adds an exhibit showcase to Institute activities.

DUES INCREASE

Annual dues increase to \$20. Membership benefits are expanded to offer auto rental discounts and credit cards.

MEMBERSHIP

APPA tops 2,500 individual members and 15 affiliate organizations.

SENTENCE DEFERRED: THE STORY OF JOHN AUGUSTUS

APPA obtains the rights to distribute the made-for-television drama *Sentence Deferred: The Story of John Augustus*. The one-half hour VHS video tape is made available to APPA members at a cost of \$40.

1986

BUREAU OF JUSTICE ASSISTANCE GRANT

APPA receives a \$400,000 grant from the Bureau of Justice Assistance to provide technical assistance and regional training which will enable parole and probation officers to develop skills in assisting families in which abuse occurred to rebuild healthy relationships.

SAM HOUSTON STATE UNIVERSITY AWARD

APPA, in conjunction with Sam Houston State University, presents the newly developed award to Nancy Campbell. This first-time award honors a practitioner in probation, parole or community corrections who has published an article concerning the profession in a national or regional journal.

AUGUST 3-6, BALTIMORE, MARYLAND APPA 11TH ANNUAL TRAINING INSTITUTE

The Institute is themed "Community Corrections and the Justice System: Triumphs, Tribulations and Trends," and offers sessions such as "Social Trends and the Impact on Corrections" and "Privitization: Threat or Promise?"

1987 SECRETARIAT SERVICES

APPA contracts with the Council of State Governments (CSG) in Lexington, Kentucky to provide secretariat services for the Association. CSG has dedicated staff to serve APPA and perform such functions as the publication of *Perspectives*, Institute management, membership services and grant project management.

POSITION STATEMENTS

The APPA membership passes five new position statements on probation, parole, privatization, juvenile justice and the role of the probation pre-sentence investigation.

AUGUST 23-26, SALT LAKE CITY, UTAH APPA 12TH ANNUAL TRAINING INSTITUTE

The Institute is themed "Celebrating Corrections: Patriots, Pioneers, Professionalism," to commemorate the bicentennial of the signing of the U.S. Constitution, the 50th anniversary of the enabling legislation of the Interstate Compact Agreement and the 50th anniversary of the Utah Adult Probation and Parole.

CERTIFICATION AND CONTINUING EDUCATION CREDITS PROGRAM

APPA develops continuing education credits and certification program where attendees of APPA institutes and other training events and seminars receive certificates of participation while accruing CEU credits.

NANCY LICK, APPA PRESIDENT

APPA elects its first female president, Nancy Lick, Director of Curriculum Development, National College of Juvenile and Family Law, Reno, Nevada.

DRUG INTERDICTION PROJECT

APPA, in conjunction with the National Association of Probation Executives, is awarded a grant by the Bureau of Justice Assistance to develop and conduct a national training program for probation and parole managers and trainers in dealing with drug abusing probationers and parolees.

1988

AUGUST 28-31, CINCINNATI, OHIO APPA 13TH ANNUAL TRAINING INSTITUTE

Major session and workshops are organized into specific topic areas, or tracks.

DRUG SCREENING AND IDENTIFYING DRUG USAGE GRANT PROJECTS

APPA receives grants from the Bureau of Justice Assistance—the first, for the development of standards/guidelines on drug screening for both the adult and juvenile systems; and the second, for the development of a curriculum for training officers in skills/techniques in identifying drug usage (non-testing)

1989

FEBRUARY 5-8, ATLANTIC CITY, NEW JERSEY APPA'S FIRST WINTER TRAINING INSTITUTE

APPA offers its first winter institute. The program is designed especially for field officers and features 15 hours of intensive training in seven training tracks. Participants pre-register for the track of their choice.

APPA RESOLUTIONS

APPA adopts two resolutions on law-related education and on supporting juvenile probation and the juvenile probation officer initiative.

AUGUST 6-9, MILWAUKEE, WISCONSIN APPA 14TH ANNUAL TRAINING INSTITUTE

APPA responds to a growing concern about field safety by offering an all day intensive session and a specific track of workshops devoted to the topic.

NATIONAL NARCOTICS INTERVENTION PROGRAM MANUAL

APPA makes available for purchase a three volume set of training manuals which are used in the APPA National Narcotics Intervention training seminars.

1990

JANUARY 28-31, PHOENIX, ARIZONA: APPA'S WINTER TRAINING INSTITUTE

Since the Institute begins on Superbowl Sunday, APPA throws a special Superbowl party for sports fans attending the Institute.

AUGUST 26-29, RENO/SPARKS, NEVADA APPA 15TH ANNUAL TRAINING INSTITUTE

With an institute theme of "Community Corrections: Improving the Odds by Impacting the Future" the Institute featured a keynote address by the Director of the National Institute of Justice, Wayne Huggins.

OFFENDER SUPERVISION AND VICTIM RESTITUTION PROJECT

APPA is awarded a grant from the U.S. Department of Justice—Office for Victims of Crime to conduct a project that is to improve the manner in which probation and parole professionals respond to the needs of crime victims.

1991

FEBRUARY 3-6, CHICAGO, ILLINOIS: APPA WINTER TRAINING INSTITUTE

"Enhancing Line Officer Skills for the Nineties," features 13 tracks for line personnel, managers and administrators from all areas of community-based corrections.

JULY 7-10, ATLANTA, GEORGIA
APPA 16TH ANNUAL TRAINING INSTITUTE

"Probation and Parole: The Borderless Community" offers over 70 intensive sessions and workshops.

**COORDINATING PROBATION/PAROLE SERVICES WITH
COMMUNITY DRUG ABUSE TREATMENT**

APPA releases results from a nationwide survey that was conducted jointly with the National Association of State Alcohol and Drug Abuse Directors.

CASELOAD STANDARDS

The APPA Issues Committee releases the recommendation that APPA does not adopt or support a position based on a caseload concept since supervision efforts vary due to offender type and organization policy. The committee, however, recommends that APPA should support an educational effort which describes the benefits of workload methods of case assignment and accounting.

1992

JANUARY 26-29, NEW ORLEANS, LOUISIANA
APPA WINTER TRAINING INSTITUTE

Registration fees were \$150 for APPA members and featured 15 hours of intensive quality training.

**MALCOLM MACDONALD GRADUATE RESEARCH
SCHOLARSHIP**

Due to the untimely death of Malcolm MacDonald, past APPA President, APPA develops the Malcolm MacDonald graduate research scholarship fund to honor him and the work that he did for the association and for the field of community corrections.

DUES INCREASE

APPA annual, individual membership dues increase from \$25 to \$35.

**COORDINATED INTERAGENCY DRUG TRAINING AND
TECHNICAL ASSISTANCE PROJECT**

APPA join forces with the National Association of State Alcohol and Drug Abuse Directors on a the Coordinated Interagency Drug Training and Technical Assistance Project which addresses the issues of justice/treatment interface and coordination in the delivery of alcohol and other drug treatment services to the drug-involved offender. The Bureau of Justice Assistance funds this project.

**SYSTEM-WIDE APPROACH TO DRUG TESTING WITHIN THE
CRIMINAL JUSTICE SYSTEM PROJECT**

APPA and the Pretrial Services Resource Center are jointly awarded a grant from the Bureau of Justice Assistance in the amount of \$750,000 to provide drug testing training and technical assistance to criminal justice agencies.

AUGUST 30-SEPTEMBER 2, ST. LOUIS, MISSOURI
APPA 17TH ANNUAL TRAINING INSTITUTE

A highlight of the Institute is APPA's first annual 5K Fun Run and Walk with proceeds being applied to the newly developed Malcolm MacDonald Scholarship.

VICTIM ISSUES PUBLIC HEARING

APPA conducts the first national Victim Issues Pubic Hearing. Over a dozen individuals representing victim advocacy groups, the court, law enforcement and the probation and parole field offer opinions and ideas.

1993

**EVALUATION OF PROBATION AND PAROLE PROGRAMS: THE
DEVELOPMENT OF ALTERNATIVE OUTCOME MEASURES
PROJECT**

APPA receives a grant from the National Institute of Justice to develop and utilize alternative measures, which would replace recidivism as being the sole measure, for the evaluation of probation/parole programs.

MAY 23-26, TAMPA, FLORIDA
**APPA SYMPOSIUM FOR LEGISLATORS, JUDICIAL
PERSONNEL AND CORRECTIONS ADMINISTRATORS**

APPA in conjunction with the Council of State Governments conduct "Community Corrections: Saving Dollars and Lives" which allowed a vast array of perspectives and fostered a unique and comprehensive, system-wide approach to problem solving.

SEPTEMBER 19-22, PHILADELPHIA, PENNSYLVANIA
APPA 18TH ANNUAL TRAINING INSTITUTE

APPA holds its first Charter Members Club meeting. Five founding members of APPA are present.

STAFF SAFETY STANDARDS

APPA membership approves a position statement on staff safety.

NEW PUBLICATION

APPA releases for purchase the publication, *Identifying and events Intervening with Drug-Involved Youth*. The 274-page book includes information on developing drug-use identification programs, needs assessment and program evaluation techniques, sells for \$10.

CORPORATE MEMBERSHIP

APPA launches a new category of membership that is available to corporations involved in providing products and/or services to the field of community corrections. E diteck, Inc. is the associations first corporate member.

1994

FEBRUARY 13-16, CINCINNATI, OH
APPA'S WINTER TRAINING INSTITUTE

APPA premieres a new program format where participants can choose any of 25 different workshops to attend—no longer are participants limited to tracks. Exhibits are also added to the winter institute.

POSITIONS STATEMENTS

APPA membership approves position statements on non-narcotic analgesics, victims and weapons.

AGENCY MEMBERSHIP

APPA launches a new category of membership so that community corrections agencies can obtain membership in APPA and have the same standing and benefits of an individual member.

BUREAU OF JUSTICE ASSISTANCE GRANTS

The Bureau of Justice Assistance awards APPA funding for three special initiatives—"Community Involvement: A Strategy for Enhancing Correctional Options," "Intervening in Family and Domestic Violence: A Resource Manual for Community Corrections Professionals," and "Training and Technical Assistance for Drug Testing and Other Correctional Options."

NEW PUBLICATIONS

APPA offers two new publications for purchase: *Restructuring Intensive Supervision Programs: Applying "What Works"* and *A Guide to Enhancing Victim Services within Probation and Parole*.

SEPTEMBER 11-14, PHOENIX, ARIZONA APPA 19TH ANNUAL TRAINING INSTITUTE

This is APPA's largest Institute in history with nearly 1,800 people in attendance.

APPA PRESIDENT'S AWARD

APPA awards the first President's Award to Lehigh County's Special Program for Offenders in Rehabilitation and Education (SPORE). The award was developed to recognize exemplary community corrections programs that serves to advance the knowledge, effectiveness and the integrity of the system.

1995

JANUARY 8-11, CHARLESTON, SOUTH CAROLINA APPA WINTER TRAINING INSTITUTE

The Institute is kicked off with an informative keynote address by Congressman Robert C. "Bobby" Scott, who offered insight into current associated with the Violent Crime Control and Law Enforcement Act of 1994.

APPA VISION

Through APPA's Community Justice Leadership Project, funded by the National Institute of Corrections, 2,000 community corrections professionals participated in strategic planning for the association. One result of this strategic planning effort was the development of the APPA Vision Statement.

NEW PUBLICATIONS

APPA releases two new publications. *Abolishing Parole: Why the Emperor Has No Clothes* seeks to clarify some important lessons that have been learned by states that have

PERSPECTIVES



Changing with the Times

Almost immediately after the formation of the American Probation and Parole Association the first issue of *Perspectives* was mailed to members. Originally, *Perspectives* played the limited role of a newsletter by delivering information about association activities, training opportunities and information about the field of community corrections. John Ackerman of New York was the APPA First Vice-President and also served as editor and publisher of *Perspectives*. By the time the fourth issue was released, the circulation had tripled and the editorial committee desired to enrich the publication by including more substantive articles on the field of community corrections. In response, featured articles and special columns were added and *Perspectives* took the role of a professional journal.

Mr. Ackerman continued his role with *Perspectives* through his term as APPA President, then turned over his responsibilities to Dennis Kerr of Ontario, Canada in 1980. Also in 1980 *Perspectives* changed its masthead to include a new APPA logo. The masthead was designed by a 19-year-old student at Rhode Island School of Design. After five years as *Perspectives* editor-in-chief, Mr. Kerr's focus within the association changed and Sidley Sullivan of Illinois took over as editor in 1985.

Until 1987 when APPA contracted with the Council of State Governments (CSG) to provide secretariat services, volunteers working from their homes or offices had published *Perspectives*. At that time, the CSG took over the publishing aspects, and *Perspectives* had its first paid staff person to coordinate the typesetting, advertising sales and printing aspects of the publication. Also at this time, *Perspectives* underwent a major facelift—going from a one color, newsletter format to a two-color, glossy magazine. The editorial content continued to be the responsibility of the volunteer editorial committee led by Robert DeComo of California.

Bob served *Perspectives* for the next ten years, until 1997 when he retired from the editorial committee and passed the torch to Ron Corbett of Massachusetts. Also, in 1997 *Perspectives* took another leap forward in design. With a complete redesign and addition of full color covers, *Perspectives'* readability and aesthetic values were greatly improved to keep it in step with other leading publications. Editorial content, too, has been enhanced. With the addition of several new regular columns, such as "Legally Speaking," *Perspectives* is at the forefront of providing the latest research information and "what works" programs in the nation.

Today, *Perspectives* circulation tops 5,000. Articles are written by some of the leading academicians as well as nationally recognized professionals in the field of criminal justice. University libraries across the nation include *Perspectives* as a research resource for their students. Many agencies across the country use *Perspectives* articles as training material. Throughout its existence, *Perspectives* has grown to be one of the major benefits of APPA membership.

abolished parole. *Results-Driven Management: Implementing Performance-Based Measures in Community Corrections* provides a model for development and implementation of a strategy to help measure performance.

AUGUST 27-30, DALLAS, TEXAS APPA 20TH ANNUAL INSTITUTE

The Institute theme, "Restoring Hope: Community Safety and Justice for All," is reflective of a current APPA project dealing with community partnerships.

MEMBER OF THE YEAR AWARD

Dot Faust, Deputy Chief of Probation, Maricopa County Adult Probation, Phoenix, Arizona is the first recipient of the Member of the Year Award which identifies an individual who has provided significant contributions to the organization through promotion of the vision/mission of APPA.

1996 FEBRUARY 4-7, PORTLAND, OREGON APPA WINTER TRAINING INSTITUTE

The Winter Institutes are growing steadily and the Portland Institute boasts record attendance at nearly 700 participants.

POSITION STATEMENT

APPA membership approves position statements on juvenile justice, electronic monitoring and substance abuse treatment.

CAPACITY BUILDING IN THE JUVENILE JUSTICE SYSTEM PROJECT

APPA is awarded a grant by the Office of Juvenile Justice and Delinquency Prevention and the Center for Substance Abuse Treatment to identify exemplary juvenile substance abuse prevention and intervention programs and develop and deliver related training and technical assistance to practicing professionals.

VICTIM SERVICES INITIATIVE

APPA receives a grant from the Office of Victims of Crime to develop a compendium of promising victim-related strategies and practices within probation and parole agencies.

NEW LOGO

The words, "Community Justice for all" are added to the APPA logo to better reflect the APPA vision

1997 WEBSITE

APPA develops an internet website that includes membership information, institute information, research and grant activities, publications and current events.

STRATEGIC PLAN

APPA presents a strategic plan for the year 2000 and beyond.

JUNE 30-JULY 3, CHICAGO, ILLINOIS APPA 21ST ANNUAL TRAINING INSTITUTE

The Institute theme was "From Vision to Reality: Balancing Prevention, Intervention and Advocacy" and hosted approximately 1,500 participants.

COMMUNITY SERVICE AWARD

APPA's first Community Service Award is given to Tim Robbins, Motion Picture Director and Actor was awarded APPA for the film *Dead Man Walking* which made a monumental contribution to broadening the public's understanding of the issues and consequences surrounding capital punishment.

NEW MEMBERSHIP CATEGORIES

APPA launches two new membership categories. An educational institution membership was approved to serve the needs of educational institutions engaged furthering professional academic practices in probation, parole and community corrections. A library subscription to *Perspectives* was approved to provide an opportunity for any library to keep its patrons, current and future probation, parole and community corrections professionals informed about the latest developments in their chosen career.

1997 JANUARY 5-8, SALT LAKE CITY, UTAH APPA WINTER TRAINING INSTITUTE

A major highlight of the Institute is the keynote address delivered by Hyrum Smith of Franklin Quest Co., a world leader in value based time management and personal productivity.

AUGUST 17-20, BOSTON, MASSACHUSETTS APPA 22ND ANNUAL TRAINING INSTITUTE

With the Institute theme "Catch the Spirit: Join the Revolution Against Violence," Institute participants are urged to join the revolution to restore hope in our communities by sharing information, discussing strategies and examining model programs that help build healthy communities.

PROBATIONER SCHOLARSHIP

APPA, in conjunction with BI Incorporated, offers a \$6,000 four-year scholarship toward a bachelor's degree to an adult offender who has successfully completed their supervision and has made a significant contribution to their community.

CENTER FOR SEX OFFENDER MANAGEMENT

The Center for Sex Offender Management is formed from a project administered through an interagency agreement among the Office of Justice Programs, the National Institute of Corrections and the State Justice Institute, and a cooperative agreement between the Office of Justice Programs and the Center for Effective Public Policy in collaboration with APPA.

JUVENILE HOLDOVER PROGRAMS PROJECT

APPA receives a grant from the U.S. Department of Transportation, National Highway Traffic Safety Administration and the U.S. Department of Justice, Office of Juvenile Justice Delinquency Prevention

to develop an implementation guide for juvenile holdover programs to assist jurisdiction in developing and/or enhancing juvenile holdover programs.

1998

**JANUARY 4-7, ORLANDO, FLORIDA
APPA WINTER TRAINING INSTITUTE**

The Winter Institute features a one-day specialized training sponsored by the Center for Sex Offender Management for Institute registrants.

POSITION STATEMENT

APPA membership approves a position statement on the conditional early release program.

NEW PUBLICATION

APPA offers *Don't Negotiate with Leprechauns*, a handbook of management principles which promote dynamic organizational change and innovation.

AUGUST 30 - SEPTEMBER 2, NORFOLK, VIRGINIA

APPA 23RD ANNUAL TRAINING INSTITUTE

Attendees have the opportunity to hear an informative presentation by U.S. Assistant Attorney General, Laurie Robinson.

JOE KEGANS AWARD FOR VICTIM SERVICES IN PROBATION AND PAROLE

The first Joe Kegans Award for Victim Services in Probation and Parole is given to Robbie Fullerton, Victim Liaison Coordinator, Department of Corrections, Oklahoma, City, OK for her exemplary services to victims of crime. The award is given to honor the late Judge Joe Kegans, a founding member of APPA's Victim Issues Committee.

IMPLEMENTATION OF SUBSTANCE ABUSE TESTING WITHIN THE JUVENILE JUSTICE SYSTEM PROJECT

APPA receives a grant from the Office of Juvenile Justice and Delinquency Prevention grant to provide training and technical assistance to juvenile justice agencies.

1999

**JANUARY 10-13, PHOENIX, ARIZONA
APPA WINTER TRAINING INSTITUTE**

Attendance at the Winter Training Institute surpasses all other winter Institutes with over 1,200 participants.

NEW PUBLICATIONS

APPA releases three new publications: *Community Justice Concepts and Strategies*, *Drug-Involved Adult Offenders: Community Supervision Strategies and Considerations*, and *Working with Substance Abusing Youths: Knowledge and Skills for Juvenile Probation and Parole Professionals*.

NEW MEMBERSHIP CATEGORY

APPA offers a new category of membership, associate membership, to corporations with an interest in the field of probation, parole and community corrections that want to become more involved in the association. APPA welcomes Positive Solutions Associates as its first associate member.

1999
CIRCLES OF HARM

APPA's first novel authored by



Mark Carey, entitled *Circles of Harm*, which focuses around the lives of two probation officers.

POSITION STATEMENTS

APPA membership adopts a new position statement on community justice and crime prevention.

COMMUNITY SUPERVISION OFFICER SCHOLARSHIP

APPA, in conjunction with BI Incorporated, offers a four-year scholarship for continuing education towards a career in community-based corrections to a community supervision officer who has spent at least five years working with offenders serving their sentences in the community

NATIONAL YOUTH COURT CENTER

APPA is awarded a grant to operate the National Youth Court Center which will assist communities in developing and operating effective youth court programs that promote positive youth development and help strengthen the ability of the juvenile justice system to hold youth accountable for their behavior.

WEBSITE REDESIGN

APPA redesigns their website to provide more information in a more timely and better organized manner.

**AUGUST 22-25, NEW YORK, NEW YORK
APPA 24TH ANNUAL TRAINING INSTITUTE**

Institute attendance tops 2,400. A report, "Broken Windows Probation: The Next Step in Fighting Crime," for reinventing probation is unveiled. □

Parole and Prison Reentry in the United States

Editor's Note: This is the first part of a two part article. Part two of this article will appear in the Fall 2000 issue of Perspectives. Citations for both parts will be included at the end of part two.

Introduction

PUBLIC ANGER AND FRUSTRATION OVER CRIME CONTINUE to produce significant changes in the American criminal justice system, but reforms focused on parole are among the most profound. Parole, which is both a procedure by which a board administratively releases inmates from prison and a provision for post-release supervision, has come to symbolize the leniency of the system, where inmates are "let out" early. When a parolee commits a particularly heinous crime, such as the kidnapping and murder of 13-year-old Polly Klaas by California parolee Richard Allen Davis, or the horrifying rape and murder of four-year-old Megan Kanka in New Jersey by a paroled sex offender, the public is understandably outraged and calls for "abolishing parole."

State legislatures have responded. By the end of 1998, 14 states had abolished early release by a parole board for all offenders, and several others had restricted its use. California still allows discretionary release by a parole board, but only for offenders with indeterminate life sentences (e.g., first-degree murder, kidnap for ransom) (Ditton and Wilson 1999). Even in states that have retained parole, parole boards have become more hesitant to grant it. In Texas, for example, 57 percent of all cases considered for parole release in 1988 were approved; but by 1998, that figure had dropped to just 20 percent (Fabelo 1999).

The argument for abolishing parole is that it will lead to longer prison sentences and greater honesty in sentencing decisions. George Allen, former Governor of Virginia, made abolishing parole a major campaign issue, and one of his first acts once elected Governor in 1994, was to eliminate that state's discretionary parole system for violent offenders. He wrote that:

The principle that has guided our efforts is honesty. Easy-release rules prevented judges and juries from pre-empting the community's judgement about proper punishment for illegal conduct. Under the new law, judges do not have to play guessing games when imposing sentences. Police officers do not have to see the criminals out on the streets only a year after their last arrest. Criminals know they cannot beat the system. Crime victims and their families are finally seeing that justice is done (Allen, 1997:22).

But correctional experts argue that while abolishing parole may make good politics, it contributes to bad correctional practices—and ultimately, less public safety. As Burke (1995:11) notes, parole makes release from prison a privilege that must be earned. When states abolish parole or reduce the amount of discretion parole authorities have, they in essence replace a rational, controlled system of "earned" release for selected inmates, with "automatic" release for nearly all inmates. Proponents argue that the public doesn't understand the tremendous power that is lost when parole is abandoned. Through the exercise of its discretion, parole boards can actually target more violent and dangerous offenders for longer periods of incarceration.

ner



Burke, (1995:11) writes:

The absence of parole means that offenders simply walk out of the door of prison at the end of a pre-determined period of time, no questions asked. No human being asks the tough questions about what has been done to make sure this criminal is no longer a danger before he is released.

In fact, the case of Richard Allen Davis is a perfect example. The California Board of Prison

Terms (the Parole Board) knew the risks he posed, and had denied him parole in each of the six instances where his case had been reviewed. But once California abolished discretionary parole release, the Board of Prison Terms no longer had the authority to deny release to inmates whose new standard sentence mandated automatic release after serving a set portion of their terms. Release dates were calculated by the computer for thousands of prisoners then in custody, and when it was determined that Mr. Davis had already served the amount of prison time that the new law required, he had to be released. Less than four months later, he murdered Polly Klaas. California parole officials suspect that had the state not abolished parole, Mr. Davis would have never been released (Burke 1995). Similarly, the case of the murderer of Megan Kanga was never heard by a parole board, rather he went out of prison under mandatory release.

Eliminating parole boards also means that several of its important ancillary purposes are also eliminated. Parole boards have the ability to "individualize sentencing," and as such can provide a review mechanism for assuring greater uniformity in sentencing across judges or counties. Parole boards can also take into account changes in the offender's behavior that might have occurred after he or she was incarcerated. Imprisonment can cause psychological breakdowns, depression or mental illnesses, and the parole board can adjust release dates to account for these changes. Finally, abolishing parole boards also eliminates the major mechanism by which overcrowded prisons can quickly reduce populations. As parole expert Vincent O'Leary once observed: "Most people start out reforming parole, but when you pull that string you find a lot more attached" (Wilson 1977:49).

A few states have not only abolished parole release, but have also considered abolishing parole supervision (often referred to as the "other" parole). In Maine, the legislature not only abolished the parole board but also abolished parole supervision. Similarly, when Virginia abolished parole release, they also abolished parole supervision. Unless the judge remembers to impose a split sentence with a term of probation to follow prison, when offenders leave prison in Virginia, they have no strings at all. If you abolish parole supervision along with parole release, you lose the ability to supervise or provide services to released inmates when they have the highest risk of recidivism and are most in need of services.

Several states that once abolished discretionary parole release have re-established its equivalent. North Carolina, which placed severe constraints on its parole commission in 1981, has gradually restored some of its previous discretion. Florida, which adopted sentencing

"The reality is that more than nine out of ten prisoners are released back into the community, and with an average (median) U.S. prison term served of 15 months, half of all inmates in U.S. prisons today will be back on the streets in less than two years."

-Beck, 1999

guidelines in 1983 and abolished parole, has now returned the function under the new name, Controlled Release Authority. Colorado abolished discretionary parole release in 1979 and reinstated it six years later. Elected officials, along with law enforcement and corrections professionals, lobbied to reinstate parole release and supervision after data suggested that the length of prison sentence served had actually decreased following the elimination of parole, and the ability to provide

surveillance or treatment of high-risk offenders had significantly declined. As Bill Woodward, then-director of the Division of Criminal Justice in Colorado, noted: "the problem with abolishing parole is you lose your ability to keep track of the inmates and the ability to keep them in treatment if they have alcohol and drug problems" (Gainsborough 1997:12).

Today, all states except Maine and Virginia have some requirement for post-prison or parole supervision, and nearly 80 percent of all released prisoners in 1997 were subject to some form of conditional community or supervised release (Ditton and Wilson 1999). However, some states have changed its name to distance themselves from the negative image that "parole" has. For example, post-prison supervision is called "control release" in Florida, "community control" in Ohio, "supervised release" in Minnesota and the federal system, and "community custody" in Washington. Regardless of its name, however, parole supervision has changed significantly during the past decade, as national support for parole-as-rehabilitation has waned.

Parole officers readily admit they have fewer services to offer an ever-growing population of offenders. Safety and security have become major issues in parole services (Lynch, 1998), and parole officers are now authorized to carry weapons in two-thirds of the states (Camp and Camp 1997). Parole officers in most large urban areas are now more surveillance- than services- oriented, and drug testing, electronic monitoring and verifying curfews are the most common activities of many parole agents (Petersilia 1998b).

Parole was founded primarily to foster offender reformation rather than to increase punitiveness or surveillance. Abandoning parole's historical commitment to rehabilitation worries correctional professionals. The reality is that more than nine out of ten prisoners are released back into the community, and with an average (median) U.S. prison term served of 15 months, half of all inmates in U.S. prisons today will be back on the streets in less than two years (Beck 1999). The transition from prison back into the community is exceedingly difficult, and recidivism rates are highest in the first year following release. A study by the Bureau of Justice Statistics found that 25 percent of released prisoners are rearrested in the first six months, and 40 percent within the first year (Beck and Shipley 1989).

To assist in this high-risk time period, parole has historically provided job assistance, family counseling and chemical dependency programs (although arguable, parole has never provided enough of these services).

But, punitive public attitudes, combined with diminishing social service resources, has resulted in fewer services provided to parolees.

Until recently, the lines were drawn between tough-on-crime "abolitionists" and parole-as-rehabilitation "traditionalists." Politicians continued to shout "abolish parole," while corrections professionals asked for more money to invest in services and surveillance, and the two seemed worlds apart. Over the last year, however, politicians seem to be listening more closely to the professionals, as parole – or more precisely, *failure on parole* – is creating severe fiscal pressures on state prisons' budgets. A greater number of parolees are failing supervision and being returned to prison, and as a result, contributing disproportionately to prison crowding and the continued pressure to build more prisons. As New York Assemblyman Daniel L. Feldman recently put it: "Lock 'em up and throw away the key attitudes are coming back to haunt state legislators across the nation" (Carter 1998:2).

In California, for example, where 104,000 adults are now on parole (one out of every seven U.S. parolees), nearly 80 percent are failing to successfully complete supervision (Austin and Lawson 1998). Parole violators accounted for 65 percent of all California prison admissions in 1997, and 41 percent of prison admissions were for violations of the technical conditions of parole, rather than for the conviction of new crimes (Austin and Lawson 1998). It should be noted, however, that a technical violation does not mean the inmate was not engaged in criminal behavior. It may be that the inmate was arrested for a criminal charge but in lieu of prosecution, was revoked and returned to custody. In fact, the vast majority of these technical violations (82 percent) have an underlying criminal charge (Austin and Lawson 1998).

When revoked to prison, California inmates spend an additional three to four months in prison prior to being re-released (Little Hoover Commission 1998). Recent analyses suggest that such "high parole revocation rates presents an enormous waste of prison resources and does not fit the mission of a traditional state prison system (i.e. the long-term confinement of sentenced felons)" (Austin and Lawson 1998:13). California has, for the first time since abolishing parole release in 1977, called for a statewide reassessment of the state's parole services and revocation policies (Legislative Analysts Office 1998).

Parole, a system that developed in the U.S. more by accident than by design, now threatens to become the tail that wagged the correction's dog. Prison populations continue to rise, more offenders are required to be on parole supervision, where fewer services and work programs exist due to scarcity of resources (often diverted from parole services to fund prison expansion). A greater number of parole violations (particularly drug use) are detected through monitoring and drug testing, and parole authorities have increasingly less tolerance for failure. Revocation to prison is becoming a predictable (and increasingly short) transition in the prison-to-parole and back-to-prison revolving door cycle. Correctional leaders, joined by many elected officials, are increasingly asking: "Must they all come back?"

Of course, answering that question is exceedingly complex. We would need to know what kinds of programs reduce recidivism for offenders with different needs. Would more intensive surveillance lower recidivism, and how intense must it be to make a difference? What combination of conditions, surveillance and treatment would get the best results? Once we have identified programs that make a difference, we would have to ask a number of additional questions. For example, should we mandate that parolees participate in needed treatment, or simply make it available to those who volunteer? How long should parole last? Should some parolees be kept on "banked" caseloads, with no services or supervision, simply to expedite their return to prison if they commit

new crimes? What difference does caseload size make, and which kinds of officers are more successful with which kinds of clients?

These are tough questions, and sound-bite attacks on parole aren't very helpful in answering them. We need to begin a serious dialogue aimed at "reinventing" parole in the U.S. so that it better balances the public's need to hold offenders accountable with the need to provide services to released offenders. To begin that dialogue, we need to first assemble information on what is known about parole in the U.S. That is the purpose of this essay.

Section I begins by describing sources of U.S. adult parole data. This essay does not describe juvenile data or practices. Section II discusses the early evolution of parole in the U.S., and its use in modern sentencing practices. This section reviews the dramatic changes in parole release that resulted from the nation's skepticism about the ability of prisons to rehabilitate. Section III describes the current parole population. It presents trend data on the growth of the parole population, and what are known about parolee's crimes, personal backgrounds and court-ordered conditions. It also presents data on the average size of parole caseloads, offender contact requirements and annual costs of supervision. Section IV is devoted to describing the offender's needs as he or she transitions to the community, and what services are available to meet these needs. This section also outlines the civil disabilities that apply to ex-convicts. Section V assesses parole outcomes, reviewing parole completion and recidivism rates. Section VI discusses some current thinking on how to reform parole, and identifies some of the more promising parole programs. Section VII presents concluding remarks. Note: Sections V-VII will appear in the Fall 2000 issue of *Perspectives*.

I. Sources of Parole Information

Various agencies within the U.S. Department of Justice collect most of the available information regarding current parole practices and parolee characteristics.

The National Institute of Corrections (NIC) has supported periodic surveys since 1990 that describe parole board practices in the U.S. (Rhine et al. 1991) and whether states currently have discretionary parole release (National Institute of Corrections 1995). The nation's major parole associations, the American Probation and Parole Association (APPA), the American Correctional Association (ACA) and the Association of Paroling Authorities, International (APAI) also have conducted periodic studies (Burke (1995), Rhine, Smith and Jackson (1991), and Runda, Rhine & Wetter (1994)). The Bureau of Justice Assistance (BJA) recently published a survey of state sentencing practices, including information on state's parole practices (Austin 1998).

Most of what we know about U.S. parolee characteristics comes from the Bureau of Justice Statistics (BJS), the statistical arm of the U.S. Department of Justice. Since the early 1980s, BJS has reported on the number of persons entering and exiting parole through its "National Corrections Reporting Program." This series collects data nearly every year on all prison admissions and releases and on all parole entries and discharges in participating jurisdictions.

The Bureau of Justice Assistance's "National Probation and Parole Reporting Program" gathers annual data on state and federal probation and parole counts and movements and the characteristics of persons under the supervision of probation and parole agencies. Published data include admissions and releases by method of entry and discharge. BJS also sponsors censuses, usually conducted every five to six years, describing the agencies that have control of persons serving a criminal sentence. The "Census of State and Local Probation and Parole Agencies," first conducted in 1991, gathers data on the agency organizational location,

staffing, expenditures and programs. Finally, BJS conducts surveys of jail and prison inmates (usually done every five years), that ask offenders whether they were on parole at the time of the arrest that led to their current conviction.

Parole wasn't always such a minimal topic of data collection and research. Between 1965-1977, the National Council on Crime and Delinquency (NCCD) directed the "Uniform Parole Reports" project, which collected arrest, conviction and imprisonment data on parolees. Analyses of this data helped researchers to improve methods for predicting parolee behavior (Gottfredson, Hoffman and Sigler 1975). The NCCD data collection effort was discontinued in 1977, and no similar effort replaced it.

At about the same time, The U.S. Board of Parole undertook a major research study to develop parole guidelines, which incorporated offense seriousness and risk of recidivism (Gottfredson, Wilkins and Hoffman, 1978). This research tracked released federal prisoners, and used the recidivism data to create an actuarial device, which in turn, was applied to each inmate to create a "Salient Factor Score" (SFS). The SFS provided explicit guidelines for release decisions based on a determination of the potential risk of parole violation (Hoffman and DeGostin 1974). The SFS was adopted by the U.S. Parole Board in 1972, and remained in use until the abolition of parole at the federal level in 1997.

Beyond these early studies and the minimal descriptive data that is now collected, there has been scant attention paid parole from the research or scholarly community. We have very few parole program evaluations or research studies of the parole process and its impact on offenders. The National Institute of Justice (NIJ), the research arm of the U.S. Department of Justice, has funded most of what has been conducted, which includes evaluations of drug testing for high risk parolees in Texas (Turner and Petersilia 1992); intensive parole supervision in Minnesota (Deschenes, Turner and Petersilia 1995); work release in Washington (Turner and Petersilia 1996a); and the effects of providing work training and day programs to parolees (Finn 1998a; Finn 1998b; Finn 1998c).

Parole has never attracted much scholarly interest, although there are a few notable exceptions, for example (von Hirsch and Hanrahan 1979), (Bottomly 1990), (Rhine et al. 1991), (McCleary 1992), (Simon 1993), (Richards 1995), (Abadinsky 1997), (Lynch 1998) and (Cromwell and del Carmen 1999).

II. The Origins and Evolution of Parole in the U.S.

A. *Early Foundations and Growth of Parole*

Parole comes from the word French word *parol*, referring to "word" as in giving one's word of honor or promise. It has come to mean an inmate's promise to conduct him or herself in a law-abiding manner and according to certain rules in exchange for release. In penal philosophy, parole is part of the general 19th-century trend in criminology from punishment to reformation. Chief credit for developing the early parole system is usually given to Alexander Maconochie, who was in charge of the English penal colony at Norfolk Island, 1,000 miles off the coast of Australia, and to Sir Walter Crofton, who directed Ireland's prisons (Cromwell and del Carmen 1999).

Maconochie criticized definite prison terms and developed a system of rewards for good conduct, labor and study. Through a classification procedure he called the mark system, prisoners could progress through stages of increasing responsibility and ultimately gain freedom. In 1840, he was given an opportunity to apply these principles as superintendent of the Norfolk Island penal settlement in the South Pacific. Under his direction, task accomplishment, not time served, was the criterion for release. Marks of commendation were given to prisoners who performed

their tasks well, and they were released from the penal colony as they demonstrated willingness to accept society's rules. Returning to England in 1844 to campaign for penal reform, Maconochie tried to implement his reforms when he was appointed governor of the new Birmingham Borough Prison in 1849. However, he was unable to institute his reforms there because he was dismissed from his position in 1851 on the grounds that his methods were too lenient (Clear and Cole 1997).

Walter Crofton attempted to implement Maconochie's mark system when he became the administrator of the Irish Prison System in 1854. Crofton felt that prison programs should be directed more toward reformation, and that "tickets-of-leave" should be awarded to prisoners who had shown definitive achievement and positive attitude change. After a period of strict imprisonment, Crofton began transferring offenders to "intermediate prisons" where they could accumulate marks based on work performance, behavior and educational improvement. Eventually they would be given tickets-of-leave and released on parole supervision. Parolees were required to submit monthly reports to the police, and a police inspector helped them find jobs and generally oversaw their activities. The concepts of intermediate prisons, assistance and supervision after release were Crofton's contributions to the modern system of parole (Clear and Cole 1997).

By 1865, American penal reformers were well aware of the reforms achieved in the European prison systems, particularly in the Irish system. At the Cincinnati meeting of the National Prison Association in 1870, a paper by Crofton was read, and specific references to the Irish system were incorporated into the Declaration of Principles, along with other such reforms as indeterminate sentencing and classification for release based on a mark system. Because of Crofton's experiment, many Americans referred to parole as the Irish system (Walker 1998)

Zebulon Brockway, a Michigan penologist, is given credit for implementing the first parole system in the U.S. He proposed a two-pronged strategy for managing prison populations and preparing inmates for release: indeterminate sentencing coupled with parole supervision. He was given a chance to put his proposal into practice in 1876 when he was appointed superintendent at a new youth reformatory, the Elmira Reformatory in New York. He instituted a system of indeterminacy and parole release, and is commonly credited as the father of both in the United States. His ideas reflected the tenor of the times – a belief that criminals could be reformed, and that every prisoner's treatment should be individualized.

On being admitted to Elmira, each inmate (males between the ages of sixteen and thirty) was placed in the second grade of classification. Six months of good conduct meant promotion to the first grade – misbehavior could result in being placed in the third grade, from which the inmate would have to work his way back up. Continued good behavior in the first grade resulted in release. Paroled inmates remained under the jurisdiction of authorities for an additional six months, during which the parolee was required to report on the first day of every month to his appointed volunteer guardian (from which parole officers evolved) and provide an account of his situation and conduct (Abadinsky 1997). Written reports became required and were submitted to the institute after being signed by the parolee's employer and guardian.

Indeterminate sentencing and parole spread rapidly through the United States. In 1907, New York became the first state to formally adopt all the components of a parole system: indeterminate sentences, a system for granting release, post-release supervision and specific criteria for parole revocation. By 1927, only three states (Florida, Mississippi and Virginia) were without a parole system, and by 1942, all states and the federal government had such systems (Clear and Cole 1997).

The percentage of U.S. prisoners released on parole rose from 44 percent in 1940 to a high of 72 percent in 1977, after which some states began to question the very foundations of parole, and the number of prisoners released in this fashion began to decline (Bottomly 1990). As shown in Figure 1, just 28 percent of prison releases were paroled in 1997, the lowest figure since the federal government began compiling statistics on this issue (Ditton and Wilson 1999). Mandatory releases—the required release of inmates at the expiration of a certain time period—now surpass parole releases. And if one adds the “expiration releases,” where the inmate is released after serving his full sentence, there is even a bigger imbalance between discretionary parole and mandatory release (28 percent vs. 57 percent).

Parole, it seemed during the first half of the 20th century, made perfect sense. First, it was believed to contribute to prisoner reform, by encouraging participation in programs aimed at rehabilitation. Second, the power to grant parole was thought to provide corrections officials with a tool for maintaining institutional control and discipline. The prospect of a reduced sentence in exchange for good behavior encouraged better conduct among inmates. Finally, release on parole, as a “back end” solution to prison crowding was important from the beginning. For complete historical reviews, see (Simon, 1993) and (Bottomly 1990).

The tremendous growth in parole as a concept, however, did not imply uniform development, public support or quality practices. As (Bottomly 1990) wrote, “it is doubtful whether parole ever really operated consistently in the United States either in principle or practice.” Moreover, Bottomly notes that parole-as-rehabilitation was never taken very seriously, and from its inception, prison administrators used parole primarily to manage prison crowding and reduce inmate violence.

Despite its expanded usage, parole was controversial from the start (Rothman 1980). A Gallup poll conducted in 1934 revealed that 82 percent of U.S. adults believed that parole was not strict enough and should not be as frequently granted (The Gallup Organization 1998).

Today, parole is still unpopular, and a recent survey shows that 80 percent of Americans favor making parole more difficult to obtain (The Gallup Organization 1998). A comparable percentage is opposed to granting parole a second time to inmates who have previously been granted parole for a serious crime (Flanagan 1996). On the other hand, the public significantly underestimates the amount of time inmates serve, so their lack of support for parole reflects that misperception (Flanagan 1996).

Nonetheless, over time, the positivistic approach to crime and criminals—which viewed the offender as “sick” and in need of help—began to influence parole release and supervision. The rehabilitation ideal, as it came to be known, affected all of corrections well into the 1960s, and gained acceptance for the belief that the purpose of incarceration and parole was to change the offender’s behavior rather than simply to punish. As Rhine (1996) notes, as the rehabilitative ideal evolved, indeterminate sentencing in tandem with parole acquired a newfound legitimacy. It also gave legitimacy and purpose to parole boards, which were supposed to be composed of “experts” in behavioral change, and it was their responsibility to discern that moment during confinement when the offender was rehabilitated and thus suitable for release.

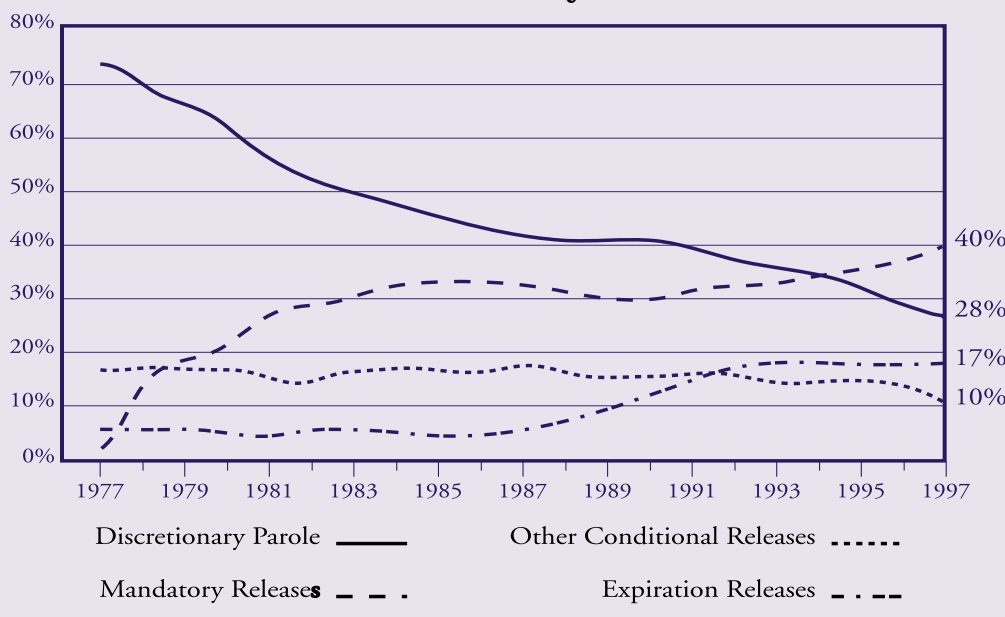
Parole boards, usually political appointees, were given broad discretion to determine when an offender was ready for release—a decision limited only by the constraints of the maximum sentence imposed by the judge. Parole boards—usually composed of no more than ten individuals—also have the authority to rescind an established parole date, issue warrants and subpoenas, set conditions of supervision, restore offenders’ civil rights and grant final discharges. In most states, they also order the payment of restitution or supervision fees as a condition or parole release.

In the early years, there were few standards governing the decision to grant or deny parole, and decision-making rules were not made public. One of the long-standing criticisms of paroling authorities is that their members are too often selected based on party loyalty and political patronage, rather than professional qualifications and experience (Morse 1939).

In his book, *Conscience and Convenience*, David Rothman discussed the issue of discretionary decisions by parole boards. He reported that in the early 20th century, parole boards considered primarily the seriousness of the crime in determining whether to release an inmate on parole. However, there was no consensus on what constituted a serious crime. “Instead,” Rothman wrote, “each member made his own decisions. The judgements were personal and therefore not subject to debate or reconsideration.” (Rothman 1980:173) These personal preferences often resulted in unwarranted sentencing disparities or racial and gender bias (Tonry 1995). As has been observed, “no other part of the criminal justice system concentrates such power in the hands of so few” (Rhine et al. 1991:32-33).

Regardless of criticisms, the use

Figure 1
Percent of State Prisoners Released by Various Methods



Note: Discretionary paroles are persons entering the community because of a parole board decision. Mandatory releases are persons whose release from prison was not decided by a parole board. Includes those entering because of determinate sentencing statutes, good-time provisions, or emergency releases. Other conditional releases include commutations, pardons, and deaths. Expiration releases are those where the inmate has served his maximum court sentence. Source: Bureau of Justice Statistics, *National Prisoner Statistics*, selected years.

of parole release grew, and instead of using it as a special privilege to be extended to exceptional prisoners, it began to be used as a standard mode of release from prison, routinely considered upon completion of a minimum term of confinement. What had started as a practical alternative to executive clemency, and then came to be used as a mechanism for controlling prison growth, gradually developed a distinctively rehabilitative rationale incorporating the promise of help and assistance as well as surveillance (Bottomly 1990:325).

By the mid-1950s, the indeterminate sentencing coupled with parole release was well entrenched in the U.S., such that it was the dominant sentencing structure in every state, and by the late 1970s, more than 70 percent of all inmates released were as a result of parole board discretionary decision. And in some states, essentially everyone was released as a result of the parole board decision-making. For example, throughout the 1960s, over 95 percent of all inmates released in Washington, New Hampshire and California were released on parole (O'Leary 1974). Indeterminate sentencing coupled with parole release was a matter of absolute routine and good correctional practice for most of the twentieth century.

But all that was to change during the late 1970s, gaining increasing strength in the 1980s and 1990s, when demands for substantial reforms in parole practice began to be heard.

B. Modern Challenges and Changes to Parole

The pillars of the American corrections systems—indeterminate sentencing coupled with parole release, for the purposes of offender rehabilitation—came under severe attack and basically collapsed during the late 1970s and early 1980s. This period in penology has been well documented elsewhere and will not be repeated here. For an excellent review, see (Reitz 1998).

In summary, attacks on indeterminate sentencing and parole release seem to have centered on three major criticisms. First, there was little scientific evidence that parole release and supervision reduced subsequent recidivism. In 1974, Robert Martinson and his colleagues published the now-famous review of the effectiveness of correctional treatment and concluded that: "With few and isolated exceptions, the rehabilitative efforts that have been reported so far have had no appreciable effect on recidivism" (Lipton, Martinson and Wilks 1975). Of the 289 studies they reviewed, just 25 (8.6 percent) pertained to parole, and yet their summary was interpreted to mean that parole supervision (and all rehabilitation programs) didn't work.

The National Research Council reviewed the Martinson data and basically concurred with the conclusions reached (Sechrest, White and Brown 1979). Martinson's study is often credited with giving rehabilitation the *coup de grace*. As Holt (1998) notes, once rehabilitation could not be legitimated by science, there was nothing to support the "readiness for release" idea, and therefore no role for parole boards or indeterminate sentencing.

Second, parole and indeterminate sentencing were challenged on moral grounds as unjust and inhumane, especially when imposed on unwilling participants. Research showed there was little relationship between in-prison behavior, participation in rehabilitation programs and post-release recidivism (Glaser 1969). If that was true, then why base release dates on in-prison performance? Prisoners argued that not knowing their release dates held them in "suspended animation" and contributed one more pain of imprisonment.

Third, indeterminate sentencing permitted authorities to utilize a great deal of uncontrolled discretion in release decisions, and these decisions were often inconsistent and discriminatory. Since parole boards had a great deal of autonomy and their decisions were not subject to

outside scrutiny, critics argued that it was a hidden system of discretionary decision-making and led to race and class bias in release decisions (Citizens' Inquiry on Parole and Criminal Justice, 1974).

It seemed as if no one liked indeterminate sentencing and parole in the early 1980s, and the time was ripe for change. Crime control advocates denounced parole supervision as being largely nominal and ineffective; social welfare advocates decried the lack of meaningful and useful rehabilitation programs. Several scholars, for example, James Q. Wilson, Andrew von Hirsch, and David Fogel, began to advocate alternative sentencing proposals.

James Q. Wilson, an influential scholar, argued that if there was no scientific basis for the possibility of rehabilitation, then the philosophical rationale for making it the chief goal of sentencing should be abandoned. He urged instead a revival of interest in the deterrence and incapacitation functions of the criminal justice system. He urged the abandonment of rehabilitation as a major purpose of corrections, and wrote: "Instead we could view the correctional system as having a very different function—to isolate and to punish. That statement may strike many readers as cruel, even barbaric. It is not. It is merely recognition that society must be able to protect itself from dangerous offenders.... It is also a frank admission that society really does not know how to do much else" (Wilson 1985:193).

Andrew von Hirsch provided a seemingly neutral ideological substitute for rehabilitation (Holt 1998). He argued that the discredited rehabilitation model should be replaced with a simple nonutilitarian notion that sentencing sanctions should reflect the social harm caused by the misconduct. Indeterminacy and parole should be replaced with a specific penalty for a specific offense. He believed that all persons committing the same crimes "deserve" to be sentenced to conditions that are similar in both type and duration, and that individual traits such as rehabilitation or the potential for recidivism should be irrelevant to the sentencing and parole decision. He proposed abolishing parole and adopting a system of "just deserts" sentencing, where similarly situated criminal conduct would be punished similarly (von Hirsch 1976).

David Fogel advocated a "justice model" for prisons and parole, where inmates would be given opportunities to volunteer for rehabilitation programs, but that participation would not be required. He criticized the unbridled discretion exercised by correctional officials, particularly parole boards, under the guise of "treatment." He recommended a return to flat time/determinate sentencing and the elimination of parole boards. He also advocated abolishing parole's surveillance function and turning that function over to law enforcement (Fogel 1975).

These individuals had a major influence on both academic and policy thinking about sentencing objectives. Together they advocated a system with less emphasis on rehabilitation and the abolition of indeterminate sentencing and discretionary parole release. Liberals and conservatives endorsed the proposals. The political left was concerned about excessive discretion that permitted vastly different sentences in presumably similar cases, and the political right was concerned about the leniency of parole boards. A political coalition resulted, and soon incapacitation and "just deserts" replaced rehabilitation as the primary goal of American prisons.

With that changed focus, the indeterminate sentencing and parole release came under serious attack, and calls for "abolishing parole" were heard in state after state. In 1976, Maine became the first state to eliminate parole. The following year, California and Indiana joined Maine in establishing determinate sentencing legislation and abolishing discretionary parole release. As noted, by the end of 1998, 14 states had abolished discretionary parole release for all inmates. Additionally, in 21

states parole authorities are operating under what might be called a sundown provision, in that they have discretion over a small or diminished parole eligible population. Today, just fifteen states have given their parole

boards full authority to release inmates through a discretionary process (see Table 1).

Likewise, at the federal level, the Comprehensive Crime Control

Table 1 – Status of Parole Release in the U.S., 1998

	Parole Board Has Full Release Powers	Parole Board Has Limited Release Powers	If Parole Board Powers Are Limited, Crimes Ineligible for Discretionary Release	Discretionary Parole Abolished (Year Abolished)
Alabama	✓			
Alaska		✓		
Arizona				✓ (1994)
Arkansas		✓		
California		✓	Only for indeterminate life sentence	
Colorado	✓			
Connecticut		✓	Murders, capital felonies	
Delaware				✓ (1990)
Florida		✓	Certain capital/life felonies	
Georgia		✓	Several felonies	
Hawaii		✓	Punish. by life w/o parole	
Idaho	✓			
Illinois				✓ (1978)
Indiana				✓ (1977)
Iowa		✓	Murder 1, kidnap, sex abuse	
Kansas				✓ (1993)
Kentucky	✓			
Louisiana		✓	Several felonies	
Maine				✓ (1975)
Maryland		✓	Violent, or death pen. sought	
Massachusetts		✓	Murder 1	
Michigan		✓	Murder 1, 650+ g. cocaine	
Minnesota				✓ (1980)
Mississippi				✓ (1995)
Missouri		✓	Several felonies	
Montana	✓			
Nebraska		✓	Murder 1/life, kidnap/life	
Nevada	✓			
New Hampshire		✓	Murder 1	
New Jersey	✓			
New Mexico				✓ (1979)
New York		✓	"violent felony offenders"	
North Carolina				✓ (1994)
North Dakota	✓			
Ohio				✓ (1996)
Oklahoma	✓			
Oregon				✓ (1989)
Pennsylvania	✓			
Rhode Island	✓			
South Carolina	✓			
South Dakota		✓	None with life sentence	
Tennessee		✓	Murder 1/life, rapes	
Texas		✓	None of death row	
Utah	✓			
Vermont	✓			
Virginia				✓ (1995)
Washington				✓ (1984)
West Virginia		✓	No life without mercy	
Wisconsin		✓	No life without parole	*
Wyoming	✓			
Total	15	21		14
U.S. Parole				✓ (1984)

* Wisconsin abolished discretionary parole release in 1999 to go into effect on January 1, 2000 for crimes committed on or after that date.

Note: This information is from *Status Report on Parole, 1996, Results from an NIC Survey* (1997), and updated with information from Ditton and Wilson, 1999.

Act of 1984 created the U.S. Sentencing Commission. That legislation abolished the U.S. Parole Commission, and parole was phased out from the federal criminal justice system in 1997. Offenders sentenced to federal prison, while no longer eligible for parole release, are now required to serve a defined term of "supervised release" following release from prison (Adams and Roth 1998).

One of the presumed effects of eliminating parole or limiting its use is to increase the length of prison term served. After all, parole release is widely regarded as "letting them out early." Time served in prison has increased in recent years, but it is attributed to the implementation of Truth-in-Sentencing Laws rather than the abolition of parole boards. BJS data reveal no obvious relationship between type of release (mandatory vs. parole board) and actual length of time spent in prison prior to release. For all offense types combined the mean (average) time served in prison for those released from state prison in 1996 through "discretionary" (parole) methods was 25 months served; whereas for those released "mandatorily," the average (mean) time served in prison was 24 months (Ditton and Wilson 1999). Allen Beck, Chief of Corrections Statistics at the BJS, recently observed that ending parole by itself "has had no real impact on time served" (Butterfield 1999:11).

Offenders are, however, spending greater amounts of time in prison and on parole. These longer time periods may make it more difficult for offenders to maintain family contacts and other social supports, thereby contributing to their social isolation upon release. As Table 2 shows, the average (mean) time served among released state prisoners for all types of offenders has increased from an average of 20 months 1985 to 25 months in 1996. The median prison term served has increased from 14 months in 1985 to 15 months in 1996. Similarly, the length of time on parole supervision (for those successfully discharged) has increased, from an average of 19 months in 1985 to 23 months in 1996. The average time on parole for "unsuccessful exits" was 19 months in 1985 and 21 months in 1996 (Bureau of Justice Statistics 1998).

Even in states that did not formally abolish parole or restrict its use to certain serious offenses, the sentencing reform movement produced a significant diminution of parole boards' discretionary authority to release. Mandatory minimum sentencing policies now exist in every state and the federal government, and 24 states have enacted "Three Strikes, You're Out" laws that require extremely long minimum terms for certain repeat offenders (National Conference of State Legislatures 1996).

Perhaps most significantly, 27 states and the District of Columbia have established "truth-in-sentencing" laws, under which people convicted of selected violent crimes must serve at least 85 percent of the announced prison sentence. To satisfy the 85 percent test (in order to qualify for federal funds for prison construction), states have limited the

powers of parole boards to set release dates, or of prison managers to award good time and gain time (time off for good behavior or for participation in work or treatment programs), or both. Truth-in-sentencing laws not only effectively eliminate parole but also most "good time." (Ditton and Wilson 1999)

Even in the 15 jurisdictions that give parole authorities discretion to release, most of them utilize formal risk prediction instruments (or parole guidelines) to assist in parole decision-making (Runda, Rhine and Wetter 1994). Parole guidelines are usually actuarial devices, which objectively predict the risk of recidivism based on crime and offender background information. The guidelines produce a "seriousness" score for each individual by summing points assigned for various background characteristics (higher scores mean greater risk). Inmates with the least serious crime and the lowest probability of reoffending (statistically) would then be the first to be released and so forth. The use of such objective instruments helps to reduce the disparity in parole release decision-making, and has been shown to be more accurate than release decisions based on the case study or individualized method (Holt 1998). One half of U.S. jurisdictions now utilize formal risk assessment instruments in relation to parole release (Runda, Rhine and Wetter 1994).

III. A Profile of Parolees in the U.S.

A. Numbers of Parolees under Supervision

While discretionary parole release has declined, parole supervision remains in almost every state. And, as the size of the prison populations has risen, so too has the parole population. BJS reports that, at yearend 1997, there were 685,033 adults on parole in the U.S. Persons on parole represented 12 percent of the total 5.7 million persons who were incarcerated or on community supervision ("under correctional control") at yearend 1997 (Bureau of Justice Statistics 1998).

The growth in parole populations has slowed considerably in recent years, increasing just 1.3 percent in 1997, after growing 24 percent between 1990-1992. This is the smallest growth of any of the correctional populations and likely reflects a short-term lull in the growth of the parole population, primarily as a consequence of an increase in the average length of prison term being served as a result of truth-in-sentencing policies (Ditton and Wilson 1999).

Nearly a third (31.2 percent) of all persons on parole in the U.S. were in Texas or California. Texas led the nation with 109,437 adults on parole in 1997, followed by California with 104,409. In 1997, however, the parole population in Texas declined by 2.8 percent, while the California population increased by 4.9 percent. The District of Columbia has, by far, the greatest number of its resident population on parole supervision. In 1997, nearly 1.7 percent of all its residents were on parole supervision, compared to a national average of .03 percent (Bureau of Justice Statistics 1998).

B. Selected Characteristics of Parolees

As noted earlier, there is little available information on the characteristics of persons on parole. BJS reports some basic characteristics of those entering parole as part of its *National Corrections Reporting Program* series. In 1997, similar to other correctional populations, males constitute most of the parolee population (89 percent), although

Table 2: Time Served in Prison, Jail and on Parole, All Offense Types Combined, in months

	1985	1990	1996
Time Served in Jail Average (Mean)	6	6	5
Time Served in Prison Average (Mean)	20	22	25
Time Served on Parole	19	22	23
Total Months	44	50	53

Source: Data from the Bureau of Justice Statistic, *National Corrections Reporting Program*, 1985, 1990, 1996. Includes only offenders with a sentence of more than 1 year released for the first time on the current sentence. Time served on parole is for "successful" exits.

the percentage of female parolees increased from 8 percent in 1990 to 11 percent in 1997. The median age of the parolee population was 34 years, and the median education level was 11th grade, although 13 percent of parolees had an education level of below the 8th grade and an additional 45 percent, between the 9th and 11th grade level) (Bureau of Justice Statistics 1997). These characteristics have remained fairly constant since the early 1980s.

The only parolee characteristic that has changed in recent years appears to be conviction crime. In 1988 30 percent of first entries to parole were convicted of violence, but in 1997 that figure had dropped to 24 percent. In 1985 just 12 percent of those persons released to parole were convicted of drug crimes, whereas in 1997 that was true for 35 percent of first releases to parole (Beck 1999). Today more than a third of all entrants to parole are convicted of drug related crimes (see Table 3).

Individual states sometimes publish descriptions of their parolees. For example, a recent report by the California Parole and Community Services Division reported the following (California Department of Corrections 1997):

- 85 percent of parolees were chronic substance abusers;
- 10 percent are homeless, but homelessness is as high as 30 to 50 percent in San Francisco and Los Angeles;
- 70-90 percent of all parolees were unemployed;
- 50 percent are functionally illiterate. Over half of all parolees read below the sixth grade level and therefore, could not fill out job applications or compete in the job market;
- 18 percent have some sort of psychiatric problem

IV. The Reentry Process and Parole Supervision

A. Administration of Parole Field Services

As noted earlier, parole consists of two parts: *parole boards* that have the authority to decide when to release prisoners and *parole field services* whose parole officers supervise offenders after their release. The major criticisms of parole release (e.g., lack of professionalism, unwarranted discretion and ineffectiveness) were also leveled at field supervision and caused major changes and reforms there as well.

One of the first and continuing reforms in parole field services have been to make them more independent of parole boards. Since the mid-1960s, states have increasingly moved parole field services away from being an arm of the parole board and into a separate agency. According to the American Correctional Association, the parole field service agency is housed under a separate agency in 41 states, usually in the state's department of corrections. Parole boards have responsibility for supervising parolees in only ten states (American Correctional Association, 1995).

Regardless of their administrative relationship, parole board directives heavily influence how parole agents carry out their duties and responsibilities. When setting the conditions of release, parole boards are in fact prescribing the goals it expects parole agents to pursue in the period of supervision. A 1997 survey by the Association of Paroling Authorities International shows that most parole boards are responsible for ordering community service, restitution, supervision fees, sex offender registration and treatment program participation (Association of Paroling

Authorities International 1998). In addition, some parole boards also mandate drug testing, intensified supervision and participation in victim mediation programs.

In all states, the decision to revoke parole ultimately rests with the parole board. As such, parole boards set implicit and explicit criteria about which types of parole violations will warrant return to prison and, as such, heavily influence the types of behavior parole officers monitor and record. If, for example, failing a drug test is not a violation that will result in revocation to prison or any serious consequence by the parole board, parole agents will not administer drug tests as frequently since no consequence can be guaranteed (McCleary 1992). In this way, parole boards and parole field services are functionally interdependent.

B. Offender's Need for Services and Conditions of Parole Supervision

Persons released from prison face a multitude of difficulties in trying to successfully reenter the outside community. They remain largely uneducated, unskilled, and usually without solid family support systems—and now they have the added burden of a prison record and the distrust and fear that inevitably results. If they are African American and under age thirty, they join the largest group of unemployed in the

Table 3: Conviction Offenses of Persons Entering Parole, Selected Years

Most serious offense	First entries to parole supervision*				
	1988	1990	1992	1994	1996
All offenses	100%	100%	100%	100%	100%
Violent offenses	30.1	25.2	25.5	23.5	23.6
Homicide	3.8	3.0	2.7	2.3	2.1
Sexual assault	5.4	4.2	4.2	4.4	4.3
Robbery	13.7	11.2	10.7	8.7	8.9
Assault	6.3	5.8	6.6	6.9	6.0
Other violent	0.9	1.0	1.0	1.2	1.4
Property offenses	42.2	37.2	32.7	33.3	31.0
Burglary	20.8	17.5	14.8	14.5	12.9
Larceny/theft	10.2	9.6	8.4	8.5	8.1
Motor vehicle theft	2.9	2.7	2.7	3.1	2.7
Fraud	5.1	4.6	3.9	4.2	4.3
Other property	3.2	2.8	2.9	3.0	3.0
Drug offenses	19.2	28.2	31.1	31.6	34.7
Possession	6.0	8.6	8.2	7.0	10.0
Trafficking	10.4	15.6	19.3	19.5	19.5
Other	2.8	4.0	3.6	5.1	5.2
Public-order offense	7.1	8.1	9.8	10.5	10.0
Weapons	1.9	1.8	2.2	2.4	2.7
DWI/DUI	—	3.0	3.7	3.5	3.2
Other public-order	—	3.3	3.9	4.6	4.2
Other offenses	1.4	1.3	1.2	1.1	0.6

Source: Bureau of Justice Statistics, *National Corrections Reporting Program*, 1988, 1990, 1992. Unpublished data for 1994 and 1996.

* Based on parole entries who were released for the first time on the current offense and who had a maximum sentence of more than 1 year.

— Not available

country, with the added handicap of former convict status (Clear and Cole 1997). As Irwin and Austin write: "Any imprisonment reduces the opportunities of felons, most of whom had relatively few opportunities to begin with." (Irwin and Austin 1994:133)

Research has shown that parolees want the same things as the rest of us, although most believe they will not succeed (Richards 1995). Most aspire to a relatively modest, stable, conventional life after prison. "When I get out, I want to have my kids with me and have a good job so I can support them (Irwin and Austin 1994:126).

The public too would like them to succeed. But what assistance are parolees given as they re-enter our communities? Sadly, while inmates' need for services and assistance has increased, parole in some (if not most) states has retreated from its historical mission to provide counseling, job training, and housing assistance.

An excellent ethnographic study of parole officers in California concludes that while "rehabilitation" remains in parole's rhetoric, as a practical matter, parole services are almost entirely focused on control-oriented activities (Lynch 1998). Agents have constructed the prototypical parolee as someone who generally chooses to maintain an involvement with crime, who needs no more than an attitude adjustment in order to get on the right tract, and who does not need the agent to provide intervention and services to facilitate reform. As Lynch observes: "In this way, while parole may talk of the need and capability for reform among their clientele, the agency can absolve itself of the responsibility to provide it" (Lynch 1998:857). Even when traditional rehabilitative tools are available to agents (e.g., drug treatment and counseling) they "are treated as rehabilitative in discourse, but are often used for coercive control in practice" (Lynch 1998:860).

Services and Parole Conditions. Of course, what help parolees receive differs vastly depending on the state and jurisdiction in which they are being supervised. But as states put more and more of their fiscal resources into building prisons, fewer resources are available for parole services. And, as noted earlier, the public has become less tolerant and forgiving of past criminal transgressions, as well as more fearful of particular offenders (e.g., sex offenders). This sentiment has translated into both stricter requirements for release and stricter supervision as well as revocation procedures once released.

In California, for example, there are few services for parolees. There are only 200 shelter beds in the state for more than 10,000 homeless parolees, four mental health clinics for 18,000 psychiatric cases, and 750 beds in treatment programs for 85,000 drug and alcohol abusers (Little Hoover Commission 1998). Under the terms of their parole, offenders are often subjected to periodic drug tests. But they are rarely offered any opportunity to get drug treatment. Of the approximately 130,000 substance abusers in California's prisons, only 3,000 are receiving treatment behind bars. And of the 132,000 inmates released last year in California, just 8,000 received any kind of pre-release program to help

"At least 1,200 inmates every year go from a secure housing unit at a Level 4 prison—an isolation unit, designed to hold the most violent and dangerous inmates in the system—right onto the street. One day these predatory inmates are locked in their cells for 23 hours at a time and fed all their meals through a slot in the door, and the next day they're out of prison, riding a bus home."

-Schlosser 1998:51

them cope with life on the outside. As was recently reported:

Inmates are simply released from prison each year in California, given nothing more than \$200 and a bus ticket back to the county where they were convicted. At least 1,200 inmates every year go from a secure housing unit at a Level 4 prison—an isolation unit, designed to hold the most violent and dangerous inmates in the system—right onto the street. One day these predatory inmates are locked in their cells for

23 hours at a time and fed all their meals through a slot in the door, and the next day they're out of prison, riding a bus home. (Schlosser 1998:51)

The national picture is almost as disturbing. The Office of National Drug Control Policy (ONDCP) recently reported that 70-85 percent of state prison inmates need substance abuse treatment, however, just 13 percent will receive any kind of treatment while incarcerated (McCaffrey 1998).

All parolees are required to sign an agreement to abide by certain regulations. Conditions can generally be grouped into standard conditions applicable to all parolees and special conditions that are tailored to particular offenders. Special conditions for substance abusers, for example, usually include periodic drug testing. Standard conditions are similar throughout most jurisdictions, and violating them can result in a return to prison. Common standard parole conditions are:

- Report to the parole agent within 24 hours of release
- Not carry weapons
- Report changes of address and employment
- Not travel more than 50 miles from home or leave the county for more than 48 hours without prior approval from the parole agent
- Obey all parole agent instructions
- Seek and maintain employment, or participate in education/work training
- Not commit crimes
- Submit to search by the police and parole officers.

Some argue that we have created unrealistic parole conditions. Boards were asked in 1988 to indicate from a list of 14 items, which were standard parole conditions in their state. The most common, of course, was "obey all laws." However, 78 percent required "gainful employment" as a standard condition, 61 percent "no association with persons of criminal records," 53 percent "pay all fines and restitution," and 47 percent "support family and all dependents," none of which can consistently be met by most parolees (Rhine et al. 1991). Increasingly, the most common condition for probationers and parolees is drug testing. It is estimated that more than one-third of all community correctional clients have court-ordered drug testing conditions (Camp and Camp 1997).

In October 1998, the state of Maryland began ordering every drug addict released on parole or probation to report for urine tests twice a week in an ambitious attempt to force about 25,000 criminals statewide to undergo drug treatment or face a series of quick, escalating punishments. The project, known as "Break the Cycle," is based on the theory that frequent drug testing coupled with swift, graduated punishments for drug use will force more addicts off drugs than the threat of long jail terms or treatment programs alone ever could. The state anticipates that more than a million tests annually may be required to make the plan work, compared with the 40,000 tests the state administered last year (Pan 1998).

Seeing that the parolee lives up to this parole contract is the principle responsibility of the parole agent. Parole agents are equipped with legal authority to carry and use firearms, to search places, persons and property without the requirements imposed by the Fourth Amendment (i.e., the right to privacy), and to order arrests without probable cause and to confine without bail. The power to search applies to the household where a parolee is living and businesses where a parolee is working. The ability to arrest, confine and in some cases re-imprison the parolee makes the parole agent a walking court system (Rudovsky et al. 1988).

Parole Classification and Caseload Assignment. When a parolee first reports to the parole field office, they are usually interviewed for the purposes of being assigned to a caseload. Most jurisdictions rely on a formal approach to classification and case management with respect to parolee supervision. Such systems recognize that not all offenders are equal in their need for supervision. A recent parole survey found that 90 percent of the states use a classification system for assigning parolees to different levels of supervision (Runda, Rhine and Wetter 1994).

Most often, this assignment is based on a structured assessment of parolee risk and an assessment of the needs or problem areas that have contributed to the parolee's criminality. By scoring information relative to the risk of recidivism and the particular needs of the offender (i.e., a risk/need instrument) a total score is derived, which then dictates the particular level of parole supervision (e.g., intensive, medium, minimum, administrative). Each jurisdiction usually has established policies that dictate the contact levels (times the officer will meet with the parolee). These contact levels correspond to each level of parole supervision. The notion is that higher risk inmates and those with greater needs will be seen most frequently (e.g., on "intensive" caseloads). These models are described as "management tools," and are not as devices to reduce recidivism directly (Holt 1998).

Larger parole departments have also established "specialized caseloads" to more effectively supervise certain types of offenders. These offenders generally pose a particularly serious threat to public safety or

present unique problems that may handicap their adjustment to supervision. Specialized caseloads afford the opportunity to match the unique skills and training of parole officers with the specialized needs of parolees. The most common specialized caseloads in the U.S. are those that target sex offenders and parolees with serious substance abuse problems, although as shown in Table 4, fewer than 4 percent of all parolees are supervised on specialized caseloads.

Cases are then assigned to parole officers' and comprise an officer's caseload. Table 4 contains the latest information on these characteristics for U.S. parolees.

Table 4 shows that over 80 percent of U.S. parolees are supervised on regular caseloads, averaging 69 cases to 1 parole officer, in which they are seen face-to-face less than twice per month. Officers may also conduct "collateral" contacts, such as contacting family members or employers to inquire about the parolee's progress. Many parole officers are frustrated because they lack the time and resources to do the kind of job they believe is maximally helpful to their clients. Parole officers often complain that paperwork has increased, clients have more serious problems and caseloads are much higher than the 35 to 50 cases that have been considered the ideal caseload for a parole officer. However, there is no empirical evidence to show that smaller caseloads result in lower recidivism rates (Petersilia and Turner 1993).

One important implication of larger caseloads and the reduction in the quality of client supervision is the increased potential for lawsuits arising from negligent supervision (del Carmen and Pilant, 1994). In a 1986 case, the Alaska Supreme Court ruled that state agencies and their officers may be held liable for negligence when probationers and parolees under their supervision commit violent offenses (*Division of Corrections v. Neakok*, 1986). Thus, parole officers are increasingly at risk through tort actions filed by victims harmed by the crimes committed by their offender-clients. Some have argued that this legal threat will eventually force states to invest more heavily in parole supervision.

Parole Revocation. If parolees fail to live up to their conditions, they can be revoked to custody. Parole can be revoked for two reasons: (1) the commission of a new crime or (2) the violation of the conditions of parole (a technical violation). Technical violations pertain to behavior that is not criminal, such as the failure to refrain from alcohol use or remain employed.

In either event, the violation process is rather straightforward. Given that parolees are technically still in the legal custody of the prison or parole authorities, and as a result maintain a quasi-prisoner status, their constitutional rights are severely limited. When parole officers become aware of violations of the parole contract, they notify their supervisors who can rather easily return a parolee to prison.

Table 4 - Parole Caseload Supervision Level, Contacts, and Annual Costs

Caseload Type	% of All Parolees	Average Caseload Size	Face to Face Contacts	Annual Supervision Cost
Regular	82%	69:1	1.6 /month	\$1,397
Intensive	14%	27:1	5.1 /month	\$3,628
Electronic Monitoring	0.7%	25:1	5.7 /month	\$3,628
Specialized	3.7%	43:1	4.4/month	\$4,080

Source: Camp & Camp (1997).

Parole violations are an administrative function that is typically devoid of court involvement. However, parolees do have some rights in revocation proceedings. Two U.S. Supreme Court cases, *Morrissey v. Brewer* (1972), and *Gagnon vs. Scarpelli* (1973) are considered landmark cases of parolee rights in revocation proceedings. Among other things, *Morrissey* and *Gagnon* established minimum requirements for the revocation of parole boards, forcing boards to conform to some standards of due process. Parolees must be given written notice of the nature of the violation and the evidence obtained, and they have a right to confront and cross examine their accusers.

B. Changing Nature of Parole Supervision and Services

Historically, parole agents were viewed as paternalistic figures that mixed authority with help. Officers provided direct services (e.g., counseling). They also knew the community, and brokered services (e.g., job training) to needy offenders. As noted earlier, parole was originally designed to make the transition from prison to the community more gradual, and during this time, parole officers were to assist the offender in addressing personal problems, searching for employment and a place to live. Many parole agencies still do assist in these service activities. Increasingly, however, parole supervision has shifted away from providing services to parolees and more towards monitoring and surveillance activities (e.g., drug testing, monitoring curfews and collecting restitution).

A recent survey of 22 parole agencies shows that 14 provide job development help, seven offer detoxification services and 13 offer substance abuse treatment, yet all do drug testing (Camp and Camp 1997). Historically, offering services and treatment to parolees was commonplace but such services are dwindling.

There are a number of reasons for this shift. For one, a greater number of parole conditions are being assigned to released prisoners. In the federal system, for example, between 1987 and 1996, the proportion of offenders required to comply with at least one special supervision condition increased from 67 percent of entrants to 91 percent (Adams and Roth 1998). Parolees in state systems are also more frequently being required to submit to drug testing, complete community service and make restitution payments (Petersilia and Turner 1993).

Parole officers work for the corrections system, and if paroling authorities are imposing a greater number of conditions on parolees, then field agents must monitor those conditions. As a result, modern-day parole officers have less time to provide other services, such as counseling, even if they were inclined to do so.

It is also true that the fiscal crisis experienced in most states has reduced the number of treatment and job training programs in the community-at-large. Additionally, given the fear and suspicion surrounding ex-convicts, these persons are usually placed at the end of the waiting lists. The ability to broker services to parolees, given the scarcity of programs, has become increasingly difficult. If there is one common complaint among parole officers in the US, it is the lack of available treatment and job programs for parolees. At the end of the 1960s, when the country had more employment opportunities for blue collar workers than it does now, there was some movement to reduce the employment barriers. Studies revealed a full-time employment rate of around 50 percent for parolees (Simon 1993). Today, full time employment among parolees is rare.

The main reason, however, that services are not delivered to most parolees is that parole supervision has been transformed ideologically from a social service to a law enforcement system. Just as the prison

system responded to the public's demands for accountability and justice, so did parole officers.

Feely and Simon (1992) argue that over the past few decades, a systems analysis approach to danger management has come to dominate parole, and that it has evolved into a "waste management" system rather than one focused on rehabilitation. In their model, those in the dangerous class of criminals are nearly synonymous with those in the larger social category of the underclass, a segment of the population that has been abandoned to a fate of poverty and despair. They suggest that a "new penology" has emerged, one that simply strives to manage risk by use of actuarial methods. Offenders are addressed not as individuals but as aggregate populations. The traditional correctional objectives of rehabilitation and the reduction of offender recidivism have given way to the rational and efficient deployment of control strategies for managing (and confining) high-risk criminals. Surveillance and control have replaced treatment as the main goals of parole.

Newly hired parole officers often embrace the surveillance versus rehabilitation model of parole, and embrace the quasi-policing role that parole has taken on in some locales. Twenty years ago, social work was the most common educational path for those pursuing careers in parole. Today, the most common educational path is criminal justice studies—an academic field spawned in the 1960s to professionalize law enforcement (Parent 1993). Parole agents began to carry concealed firearms in the 1980s. Firearms are now provided in most jurisdictions and represent a major investment of training resources, agent time and administrative oversight (Holt 1998).

The programming innovations likewise represent a theme of control and supervision rather than service and assistance. Parolees are held more accountable for a broader range of behavior including alcohol and substance abuse, restitution, curfews and community service.

As Irwin and Austin (1994:129) put it: "Instead of helping prisoners locate a job, find a residence or locate needed drug treatment services, the new parole system is bent on surveillance and detection. Parolees are routinely and randomly checked for illegal drug use, failure to locate or maintain a job, moving without permission, or any other number of petty and nuisance-type behaviors that don't conform to the rules of parole."

In addition to the limitations set out in the parole contract and enforced by the parole officer, parolees face a growing number of legal restrictions or "civil disabilities." Ironically, these civil disabilities often restrict the parolee's ability to carry out one of the most common parole requirements—that of remaining employed. The next section reviews the most common of these restrictions.

C. Civil Disabilities & Injunctions of Convicted Felons

While the services available to assist parolees have decreased, the structural obstacles concerning their behavior have increased. Under federal law and the laws of many states, a felony conviction has consequences that continue long after a sentence has been served and parole has ended. For example, convicted felons lose essential rights of citizenship, such as the right to vote and to hold public office, and may be restricted in their ability to obtain occupational and professional licenses. Their criminal record may also preclude them from parenting, be grounds for divorce and they may be barred from serving on a jury, holding public office and firearm ownership. These statutory restrictions or civil disabilities serve as punishments in addition to the conviction and sentence imposed by the court.

A recent survey shows that after a period where states were becoming

less restrictive of convicted felons' rights, the "get tough movement" of the 1980s add the effect of increasing the statutory restrictions placed on parolees. Between 1986 and 1996, state legal codes reveal an increase in the extent to which states restrict the rights and opportunities available to released inmates (Olivares, Burton, & Cullen, 1996).

A complete state-by-state survey of civil disabilities of convicted felons can be found in (Love and Kuzma 1996). These restrictions apply to all convicted felons and not separately to parolees. The most common restrictions are:

- **Right to vote.** Fourteen states permanently deny convicted felons the right to vote, whereas most others temporarily restrict this right until the sentence has been fulfilled. Eighteen states suspend the right to vote until the offender has completed the imposed sentence of prison, probation or parole (and paid all fines). Colorado is typical in this regard, and states that the "right to vote is lost if incarcerated, and automatically restored upon completion of sentence, including parole." California denies the right to incarcerated offenders and parolees, yet allows probationers to vote. Fellner and Mauer (1998) estimate that 1.4 million black males, or 13.1 percent of the black male adult population, are currently or permanently not able to vote as a result of a felony conviction. While most states have procedures for regaining the right to vote, it often requires a gubernatorial pardon.
- **Parental Rights.** Nineteen states currently may terminate the parental rights of convicted felons, if it can be shown that a felony conviction suggests a parent's unfitness to supervise or care for the child. Oregon and Tennessee require that the parent be incarcerated for a specified length of time (three years in Oregon and two years in Tennessee).
- **Divorce.** The use of a felony conviction to permit divorce exists in 19 states. In 29 jurisdictions, a felony conviction constitutes legal grounds for divorce. In 1996, ten states consider any felony conviction as sufficient grounds, whereas seven jurisdictions require a felony conviction and imprisonment to grant divorce.
- **Public Employment.** Public employment is permanently denied in six states: Alabama, Delaware, Iowa, Mississippi, Rhode Island and South Carolina. The remaining jurisdictions permit public employment in varying degrees. Of these states, ten leave the decision to hire at the discretion of the employer, while 12 jurisdictions apply a "direct relationship test" to determine whether the conviction offense bears directly on the job in question. But the courts have interpreted the "direct relationship" standard liberally. For example a California case (*Golde vs. Fox*) found that conviction of possession of marijuana for sale was substantially related to business of real estate broker as it shows lack of honesty and integrity.
- **Each state has its own particular professions that have been restricted to ex-convicts.** In Colorado, for example, the professions of dentist, engineer, nurse, pharmacist, physician and realtor are closed to convicted felons. In California the professions of law, real estate, medicine, nursing, physical therapy and education are restricted. In Virginia the professions of optometry, nursing, dentistry, accounting, funeral director and pharmacy are professions generally closed to ex-felons.
- **Right to Serve as a Juror.** The right to serve as a juror is restricted permanently in 32 jurisdictions, and the remaining 20 states permit the right with consideration given to varying conditions. For

example, ten states restrict the right only during sentence, while four jurisdictions impose an additional delay after sentence completion (e.g., from one year in the District of Columbia to ten years in Kansas).

- **Right to hold public office.** Seven states permanently deny elected office to persons convicted of specific crimes including bribery, perjury and embezzlement. Twenty states restrict the right to hold public office until the offender has completed his or her sentence of prison, probation or parole.
- **Right to own a firearm.** Thirty-one of 51 jurisdictions permanently deny or restrict the right to own or possess a firearm on any felony conviction. In contrast, the remaining 18 states deny the right to own or possess a firearm only for convictions involving violence.
- **Criminal Registration.** In 1986 only eight of 51 jurisdictions required offenders to register with a law enforcement agency upon release from prison. By 1998 every state required convicted sex offenders to register with law enforcement on release (Lieb, Quinsey and Berliner, 1998). These state registration schemes, so-called "Megan's laws," vary considerably with respect to the crimes for which registration is required, the duration of the registration requirement, and the penalty for failure to register. Illinois, for example, requires sex offenders and those convicted of first-degree murder against a victim under 18 years old to register. The registration typically lasts for a period of several years, but may extend for the life of the offender for certain crimes. In addition, California now requires sex offenders to provide blood and saliva samples for DNA testing.

Jonathan Simon (1993) notes that these civil disabilities have the effect of creating an inherent contradiction in our legal system. He writes that different laws may serve different purposes, but they must not contradict one another. Yet, in the U.S., we spend millions of dollars to rehabilitate offenders and convince them that they need to obtain legitimate employment and then frustrate whatever was thereby accomplished by raising legal barriers that may bar them absolutely from employment and its rewards. He also notes that structural changes in the U.S. have taken their toll on the very population from which most parolees come, and have, in turn, impacted agents' ability to do their job. Most notably, the loss of a solid industrial base over the past few decades, which has traditionally supplied jobs among poorer inner-city communities, has left urban parolees with few opportunities, and left agents with fewer venues in which to monitor and supervise their clients (Lynch 1998). □

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Don't miss part two of this article in the Fall 2000 issue of *Perspectives* Part two will discuss parole outcomes, reviewing parole completion and recidivism rate as well as discussing some current thinking on how to reform parole and some of the more promising parole programs.

HOMELESS IN PHOENIX



OSCAR NOMINEE, NICK NOLTE, starred in *Homeless in Seattle* which made light of the plight of transients. They were characterized as foul smelling, boorish creatures who were simply lazy drunks who refused to work. Phoenix sunshine attracts wealthy "snowbirds" who flee harsh winters to play golf and work on their tans as well as transients who don't like cold weather either.

Historically, 75 percent of defendants before the Arizona Superior Court receive a grant of probation. Most of these probationers had families and jobs to return to after sentencing but some declared themselves homeless which was a vexing problem for probation officers who were required to enforce the terms of probation on a moving subject.

How does a probation officer supervise a client with no permanent address? In mid 1997, Maricopa County Adult Probation analyzed the high number of local homeless probationers as well as the "snowbird" courtesy transfer probationers and created a specialized caseload to deal with this population. The Homeless Caseload was born to deal with clients living on the street. The primary goal was reducing the amount of warrants, the logical conclusion of supervising transients. Since officers did not know where the clients were on any given day they could not direct them to programs or encourage them to work and pay their court fees. The difficulty of making contacts frequently resulted in drug relapse, new offenses or absconder status.

The magnitude of the problem and the severe needs of the clientele indicated that the department would need to find mature, seasoned officers to apply for this specialized caseload. The response to queries seeking volunteers was underwhelming. The image of the unsavory Nick Nolte character endures in the minds of officers as well as moviegoers. Our specialized caseloads are assigned by competitive interview. The department was accustomed to reluctance to supervise sex offenders and the seriously mentally ill but didn't anticipate such resistance toward the homeless.

I was one of two out of five hundred officers who decided to accept the challenge. When the word got out that we were taking transients, we were inundated with cases and had little difficulty reaching our full allotment of 60 probationers per caseload. The cases kept coming in

faster than we could deal with them, so our supervisor placed a moratorium on new assignments until we established some ground rules.

When a defendant appeared for sentencing the usual address was the county jail. Some had homes to which they could return but many had shattered relationships which meant they needed to find new housing arrangements. If the defendants told the assignment's desk the address was unknown they immediately became "transient" and were assigned to the Homeless Caseload instead of being randomly assigned throughout the department.

Other officers were clueless as to how they would start supervising a transient with no address and were glad to transfer the case to us but underestimated the learning curve we were to negotiate. Our first discovery was that some probationers were not truly homeless but cunningly used that ploy in hopes of making supervision less intrusive on their lives. How is a probation officer going to search your house if you have none or check the appropriateness of your associations?

Directing the client, before release from jail, to report to the local homeless shelter solved the dilemma. Phoenix is fortunate to have a sophisticated shelter in a celebrated transient neighborhood that is within walking distance from jail. Most seasoned veterans of the criminal justice system opted to provide a legitimate address when threatened with a bed in the homeless shelter as their new home. We were proud of that bit of resourcefulness until our legal department informed us that no where on the terms of probation does the probation officer have the authority to tell a client where to live.

We did, however, have authority to require clients to inform us of their whereabouts on a routine basis and to schedule regular reporting days. If a client chose to live under a bridge, at least we knew which bridge and we increased the reporting requirements to insure compliance. We learned enough about screening the truly homeless to enable the reinstatement of new assignments.

We soon learned that an elaborate network existed in town to deal with homelessness. The homeless shelter to which we had been referring clients became so intrigued with our activities that, with a little urging, they offered us a satellite office in the establishment. There were inherent

problems of not being able to accept probation fees or do a urinalysis, which were routine in our traditional office, but the advantages far outweighed the disadvantages. Our clients had no excuse for not coming to our office, and we offered the full force of the court to motivate them to follow the instructions of the experienced homeless caseworkers in the shelter.

One legitimate objection the clients offered was that, just outside the shelter boundaries, drug transactions abounded which was disconcerting to recovering drug addicts. We concluded that this was just an occupational hazard that must be endured until we stabilized the client enough to justify a transfer to a standard caseload. The insular protection of the shelter was better than living on the streets for most and they could find drug transactions easily near our traditional office.

We discovered that one-third of the shelter residents admitted being on probation or parole which indicated a higher number were not talking about their status. We had a tacit agreement with the shelter case managers to ignore their clients who had escaped from prison or had outstanding warrants, as long as they were not on probation in Maricopa County.

Working out of a homeless shelter is not for the faint of heart. The first affront to the visitor's sensibilities is the continuous cacophony of coughs that fills the air. The specter of Tuberculosis has returned in a more drug-resistant form so precautions are in order. Most of the coughing comes from smoking but we took a TB screening test every 90 days. We also boosted our immune systems with gamma globulin shots as well as inoculations for Hepatitis A and B. When a first time visitor sees baskets of condoms on the waiting room tables the environment is reminiscent of a visit to the Third World.

We made an effort to involve ourselves in the homeless community and neighborhood associations. Homelessness is a polemic topic with most neighborhoods abhorring transients, while their advocates see them as lost souls in need of redemption. We constantly had to sell probation and its benefits to the community. Once the community realized we were not bounty hunters, and that the typical probationer was a first time, nonviolent offender they embraced us and our mission. We stressed that we were social workers for the court and we needed input from the community to see if the probationers were worthy of probation.

Doing field work was different from anything for which we had been trained. Since we had to visit some clients who lived in bushes or under bridges we used extreme vigilance. We tried to do our field visits in daylight and always worked as a team with radio contact to our base. As with traditional field contacts, the problems often arose from the client's associates rather than the client.

The Phoenix homeless are contained, by design, in a specific geographic area. They started gathering in this area because of the proximity to the railroad tracks and an expansive highway overpass that provided shelter from the elements. After the National Guard had to be called to quell disturbances in a burgeoning tent city in 1974, some community activists raised money for a permanent shelter. That led to ancillary services that popped up around the neighborhood. There now exists a free medical clinic, a mentally ill safe haven and various food sources for meals every day of the week. One agency drives around the parks and distributes blankets and coffee while another collects Social Security checks and disburses the funds for clients. The United Methodist Church even opens a 500 bed overflow shelter for our winter guests.

Maricopa County Adult Probation has specialists dealing with the seriously mentally ill. My partner and I had no special training in mental

illness but approximately one-third of our caseload consisted of diagnosed mentally ill patients. We learned to deal with most of them, but the severe cases were referred to specialists. Phoenix has an organization called Safe Haven which caters to the seriously mentally ill clientele in the homeless neighborhood. Safe Haven was conceived to fill a void that resulted from a movement in the 1970s to deinstitutionalize the moderately mentally ill. The clients are allowed to spend the day in a lounge and are fed breakfast and dinner but they do not live there. Professional staff with whom we frequently had joint staffings concerning mutual clients monitors their medications.

The neighborhood Maricopa Medical Center has a psychiatrist on staff to prescribe free medications to the homeless. Nurses and social workers assisted us frequently when our probationers were in crisis. The day of the itinerant tramp with the bottle of booze in a brown bag is a distant memory. The modern transient is more likely mentally ill or using the latest designer drug, crack cocaine or methamphetamines. Working with this population requires special safeguards. For example, we recently installed a metal detector at the entrance to our satellite office.

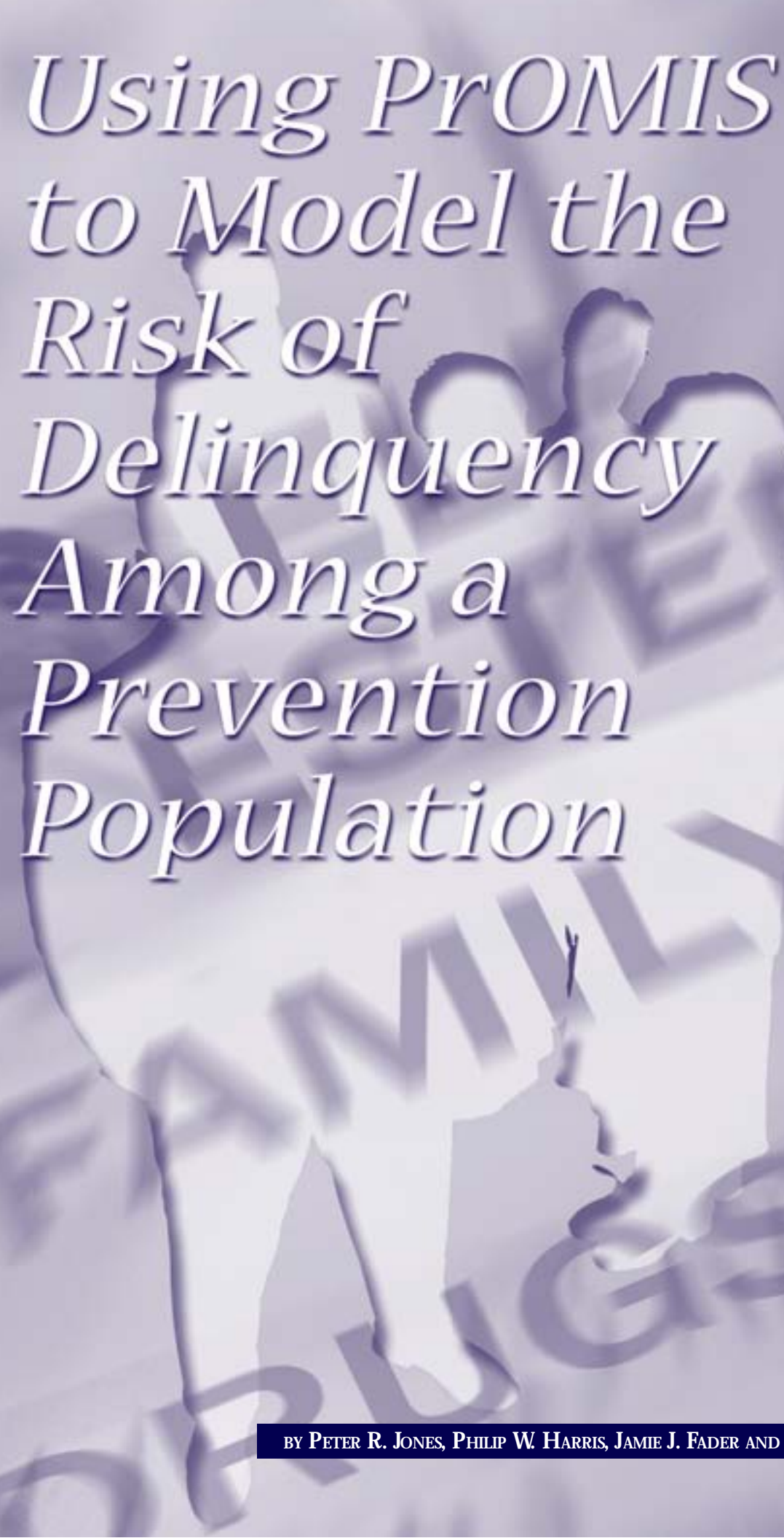
Whether you are friend or foe of the homeless, society needs to learn to deal with the problem. Extreme patience is required to understand the mentally ill. The department's goal for our caseload was to stabilize and transfer the client or issue a warrant if the client absconded. Long-term relationships are uncommon in this caseload. It is an extremely volatile environment where we learned to practice triage frequently to maintain order. Rarely did we collect any significant court fees, although they were usually heavily reduced by the court. We refrained from overwhelming clients with directives since their coping skills were usually limited.

As probation officers of the homeless caseload, we were constantly being asked to justify our existence. The original objective was to cut down on warrants. We think we've done that, and the homeless probationers are certainly getting more attention than they ever have. The caseload proved interesting and rewarding. At times we felt like the Jason Robards character in the movie "Hiroshima." He played a medic who dealt with radiation victims shortly after the blast. Robards drove himself to desperation with the overwhelming number of patients he could not treat. We learned to prioritize our caseload, transferring out appropriate cases while becoming heavily involved in others.

The Homeless Caseload will soon be expanding to the Phoenix suburbs when our newest shelter opens. We have been asked to interview and train the new officers. An exceedingly positive sign was that we actually had some applicants who had heard of our work and were interested in becoming involved.

The Homeless Caseload is here to stay. My partner and I gave a presentation to the Superior Court Judges about having Naltrexone treatment (an alcohol suppressing drug) as a term of probation. The department is working on the legislature to allow us to direct clients to shelters and to allow officers the use of discretionary deferred jail. We're excited about our progress with this program and think it fits hand-in-glove with our mission to protect the community while helping the offender. □

Dan Crowley is a Probation Officer II at the Maricopa County Adult Probation Department in Phoenix, Arizona.



Using PrOMIS to Model the Risk of Delinquency Among a Prevention Population

Introduction

In a recent issue of *Perspectives* John Walker cited as one characteristic of a successful prevention program the need to “evaluate and substantiate their effectiveness through scientific research” (Walker, 1999). During the last decade Philadelphia’s Department of Human Services (DHS) has increased the resources made available to delinquency prevention programs and at the same time funded a unique and innovative information system—*PrOMIS*—to provide the type of research Walker sees as being crucial. In this article we briefly describe the structure of the *PrOMIS* system and illustrate its effectiveness through the development of a risk classification specifically for prevention populations.

The *PrOMIS* Information System

Traditional evaluations of juvenile justice programs tend to be discrete studies that represent snapshots of the system at a specific point in time. Many such studies are conducted by academicians who have only a short-term relationship with the prevention program(s). Furthermore, the studies tend to reflect more the professional goals of the researchers than the utility of the work for the programs themselves. With few exceptions, these cross-sectional evaluations are undermined by limited time and resources as well as by poor data. Inevitably, the results have limited value to the programs involved in the research, to other prevention programs or to policymakers in juvenile court and human services.

PrOMIS takes a very different approach to evaluation. It assumes that the research process is a collaboration of researchers, programs, DHS and family court. It views evaluation as a continuous process rather than one or more discrete studies. Finally, programs are directly and continuously involved in its development, its operation and its products. At all stages the utility of the data collected and the information produced is of paramount importance.

PrOMIS was developed in rather simplistic fashion—by asking program staff about their programs and their informational needs. We wanted to know

BY PETER R. JONES, PHILIP W. HARRIS, JAMIE J. FADER AND MARY POULIN

what prevention program staff felt was important in the development of the youths in their care, particularly those things they felt were related to delinquency. We compiled the results and selected those items that were common to most programs.

Several key points emerged from the process:

- Prevention programs are in the business of change—they receive youth with personal, school-based, familial or community-based risk factors, and they try to intervene in some way to reduce or remove these problems.
- Among the more important personal risk-factors, self-esteem, locus of control, school bonding (not just ability or IQ), family bonding (not just family composition) and alcohol and drug abuse (of both juvenile and parent) were recognized.
- Program staff want to know how long juveniles stay in the program, who drop out early, why they drop out, and what happens after they leave.
- Changes in attitude or behavior is regarded to be an important outcome measure because it is related to future behavior. Knowing a youth's self-esteem at intake is only part of the picture—it is also important to know self-esteem when the youth finished the program.
- It is important to know the types of juveniles entering the program and whether the intake cohorts are similar to other programs. Also, program staff also wanted to know whether there is any evidence that different types of youth achieve different outcomes during the program intervention.
- Program staff want to know whether any youth are re-arrested both during and after their program stay. They want this information in a timely manner, and are generally more interested in short-term follow-up periods than the more traditional one or two year time span.

In virtually all programs there was no possibility of providing all the information posed above. Program evaluation, such as existed, was based solely on inputs (number of youth, number of services provided, number of staff available) rather than outcomes. We know this situation is not peculiar to Philadelphia and likely represents the norm for prevention programs across the country. In fact, the paucity of information continues to bedevil program development even now as we enter the new millennium. As we move to more emphasis on accountability and outcome-based measurement the lack of quality information will remain a serious problem for juvenile justice practitioners.

Building *PrOMIS*

Evaluation has been described as the activity of systematically collecting, analyzing and reporting information that can be used to change attitudes or to improve the operation of a project or program (Alkin, 1990). This captures the essence of *PrOMIS*.

The first stage of the research involved evaluability assessments across a range of programs (see Smith, 1989 and Wholey, 1994 for a description of the technique). The data enabled us to customize the structure and content of *PrOMIS* to the informational needs of programs and to achieve investment by the programs.

PrOMIS gathers data at three points in time: intake, comprising the time from court disposition to intake to the program; discharge, the point at which the juvenile ends the program; and follow-up, six months

after discharge. At the intake stage *PrOMIS* utilizes program staff assessments and self-report measures. At discharge the staff and self-report measures are repeated, providing a set of pre-post outcome measures that can be used to evaluate program goals. The discharge data stage also incorporates a detailed set of measures on the type of services provided during the intervention. At follow-up we conduct a check of court records for any new petitions and, when possible, conduct an interview with the juvenile and a parent/guardian.

What does *PrOMIS* provide to programs?

Since *PrOMIS* became operational in June 1996 it has compiled data on more than 3,000 prevention cases. There are a range of research outputs including individual summary sheets (one-page descriptions of each juvenile at intake, discharge and follow-up), detailed program reports and system-wide analyses including projections based on past trends.

To illustrate the utility of *PrOMIS* we will outline the response to a policy question asked by both DHS and the programs themselves. In a prevention system we need to know how many youth go on to become delinquent. We need to know what type of youth becomes delinquent. Are some programs doing a better job than others? Do programs vary in the risk level of the youth they take and could this explain inter-program differences in outcomes? In the remainder of this paper we briefly outline how *PrOMIS* offers answers to these questions and does so quickly and without the need for additional research funds.

Why Model Risk of Delinquency?

One of the most consistent findings from the literature on both adult and juvenile community based programs is that the greatest prevention effort will be achieved with those youth that present the highest risk of the outcome to be prevented. That is, given finite prevention resources one would want programs to target the highest risk youth for early intervention. This begs the question of just who are the highest risk youth. Most people involved with youth corrections and delinquency prevention have their personal theories and hypotheses. High on the list would come the same sort of risk factors that one finds in the delinquency literature—school related risk factors, individual and peer group factors, family risk factors and community risk factors. However, much of the research on risk is based on delinquent rather than prevention populations and, to a large extent, utilizes data on their early delinquent records—age of first arrest, number of prior arrests, nature of prior offending and so on. Indeed, the factors pertaining to onset, frequency and nature of prior offending are so important that it is unlikely that the risk classification models developed in the delinquency literature would hold the same predictive value among a younger and, as yet, non-delinquent population.

Using data from *PrOMIS* we have developed a multivariate statistical model that identifies four groups of prevention youth based on their likelihood of offending at some point from their intake to the prevention program through six months following discharge. The risk model identifies the particular grouping of risk factors that best discriminates among prevention youth in terms of their propensity to become a delinquent.

Once one recognizes that the intake population in any program is differentiated by a prior risk then meaningful comparisons can be made among programs because of our ability to statistically control for risk. We can begin to see how different programs rate with the highest risk youth. In the absence of such risk information it would be misleading to compare the outcomes of programs that receive very different types of intake cohorts.

Risk Focused Prevention

Risk-focused approaches to delinquency prevention were pioneered in public health and have been successful in preventing problems as diverse as cardiovascular disease and traffic related injuries (Brewer et al., 1995). These approaches to prevention attempt to identify and interrupt the causal processes that are responsible for producing a problem. Risk factors are conditions in an individual or the environment (social or physical) that predict an increased likelihood of developing the problem—in this case delinquent behavior.

Hawkins et al. (1992) argued that, in addition to risk, we should pay close attention to protective factors. These involve conditions in the individual or environment that counter or ameliorate risk by increasing resistance and inhibiting or, at least, slowing down their development. As Brewer et al. (1995) point out, the balance of risk and protective factors helps predict increased or decreased probability of problem behavior but, as with actuarial tables, they do not guarantee that any individual will develop or avoid such behavior. Therefore, we can identify factors that are related to risk of delinquency among the prevention population, but we cannot with certainty specify that any particular individual will indeed become delinquent.

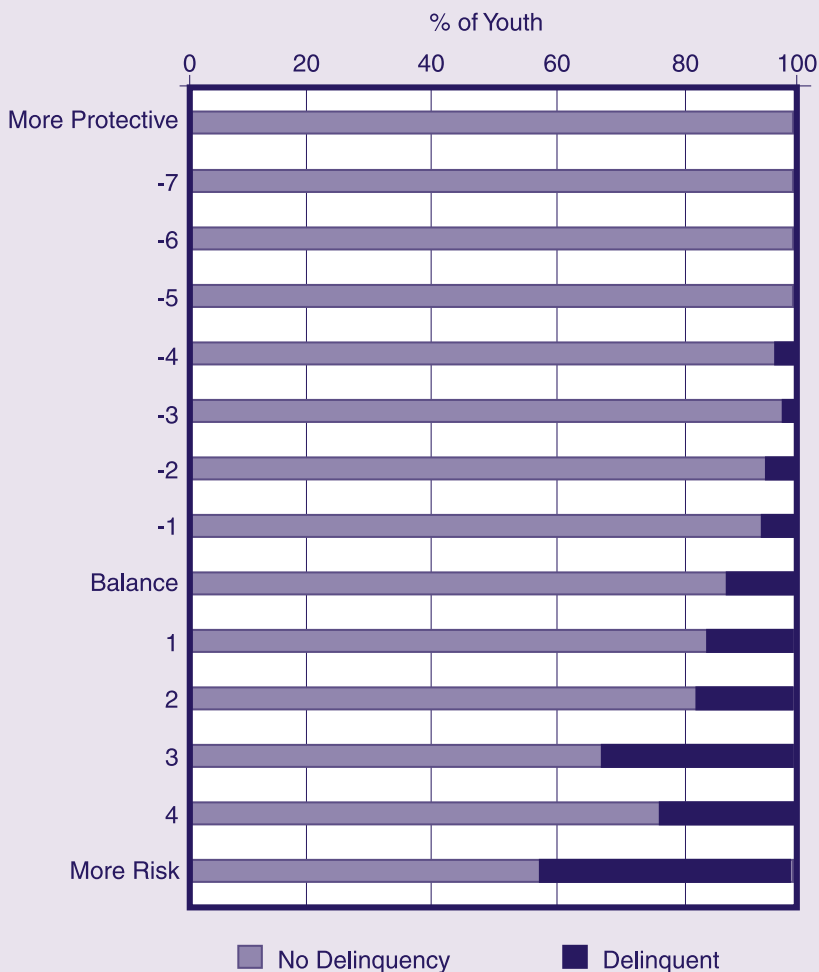
Risk-focused preventive efforts in health seek to reduce risk factors (e.g. smoking) and promote protective factors (e.g. regular exercise). Risk-focused approaches to delinquency prevention would seek to reduce or eliminate factors that predict an increased probability of delinquent behavior and strengthen the factors that seem to mediate or moderate exposure to risk. Of course, it is likely that some risk factors cannot be changed or will be inordinately difficult to affect. Nevertheless, knowledge of these risk factors can help define populations that should receive preventive interventions designed to enhance protection in the face of risk exposure. Finally, by knowing what factors affect risk we can attempt to mediate at some point prior to the developmental point at which they begin to predict subsequent delinquency.

What Are the Risk Factors?

In a review of research on preventing serious, violent and chronic juvenile offending Brewer et al (1995) outline some of the main risk factors for delinquency. They divide the factors into a number of different domains: community, family school and the individual and peer group. For each of these domains *PrOMIS* offers multiple measures—including both staff assessed and self-report.

Figure 1

Delinquency Rates for Prevention Youth by Balance of Risk and Protective Factors



Family Risk Factors

Family management problems increase children's risk for health and behavior problems. Poor family management practices include parent's failure to set clear expectations for children's behavior, failure to supervise and control children, and excessively harsh and inconsistent punishment. Family conflict also increases risk for delinquency. Children who grow up in an environment of conflict among family members, regardless of family structure are more likely to exhibit problem behaviors. Favorable parental attitudes towards and involvement in criminal behavior increase risk of delinquency by their children. Homes within which violence is frequently experienced are more likely to enhance levels of risk.

School Risk Factors

Early and persistent antisocial behavior in the early elementary school grades predicts subsequent delinquency. Children who display such behavior, who act out and have negative moods are more likely to engage in delinquent behavior in adolescence. Academic failure is also a risk factor as is a lack of commitment to school and a lack of involvement in school related activities.

Individual and Peer Group Risk Factors

Alienation and rebelliousness increase the risk of delinquent behavior. Association with peers who engage in delinquency is one of the stronger risk factors in the literature as is favorable attitudes toward delinquent behavior. Alcohol and drug abuse heightens levels of risk as does individual constitutional factors such as sensation seeking, low harm-avoidance and poor impulse and anger control.

Combined Risk Factors

The individual risk factors described above all serve to heighten the likelihood of delinquent behavior among the prevention population. Such risk factors are found in many different domains and exposure to multiple factors increases the overall risk of individual delinquency. This suggests that

successful delinquency prevention programs need differentiated strategies to reduce multiple risk factors. Programs that focus heavily in one domain, such as the individual, will inevitably struggle to make an impact if the remaining risk factors within school, community and family are not addressed.

Delinquency risk factors have been found to predict a diverse array of youth problems including substance abuse, teenage pregnancy and school dropout. This is important since it suggests an economy of prevention efforts in that program efforts to reduce risk of delinquency will inevitably have benefits for these other problem behaviors.

Protective Factors

The fact that so many youth are exposed to multiple risk factors and nevertheless manage to negotiate their way through adolescence without becoming delinquent suggests that there are powerful factors that can insulate against risk.

Three classes of such protective factors have been identified: factors inherent in the individual, factors related to the development of social bonding, and factors reflecting healthy beliefs and clear standards for behavior. Individual protective factors include female gender, high intelligence, a positive social orientation and a resilient temperament. Social bonding includes warm, supportive, affective relationships or strong attachments with family members or other adults. It also includes strong commitment to social institutions such as family, school or a religious organization. Healthy beliefs and clear standards include family and community norms, educational success and healthy development opposed to crime.

Applying the Theory in Philadelphia

Overall, from the time prevention youth enter their respective program through six months after discharge from the program the delinquency rate is about 10 percent. We examined the applicability of the various risk factors both individually and in combination to the prevention population in Philadelphia.

We found that youth facing multiple risk factors are at increased risk of delinquency. In addition, we found that it is the net balance of risk and protective factors that is most important. Youth exposed to multiple risk factors may well remain delinquency free if there are sufficient protective factors to ameliorate overall levels of risk exposure. The results (shown in Figure 1) confirm our expectations—those youth with more protective than risk factors, irrespective of the level of risk, are at far lower risk of future delinquency.

To gain better understanding of the relative importance of different measures as predictors of delinquent behavior we modeled delinquency among prevention youth using configural analysis (CHAID). This method identifies subgroups of prevention youth where risk of delinquency is either very high or very low when compared with the overall average of 10 percent. The first and most important predictor selected in the model is the balance of risk and protective factors and it identifies four primary groups with delinquency rates varying from under 2 percent to more than 28 percent (Table 1).

The statistical analysis continues to identify significant predictors

Table 1
Delinquency Rates by Type of Youth

Percent Delinquent	Juvenile Description
5%	Three or more Protective than Risk factors Low Anger Control
1%	Three or more Protective than Risk factors Low-medium to High Anger Control
1%	1-2 more Protective than Risk factors Never suspended from school Low to Medium-high Consequences of Arrest Score
7%	0-2 more Risk than Protective factors Never suspended from school High Consequences of Arrest Score
13%	1-2 more Protective than Risk factors Has been suspended from school
11%	0 to 2 more Risk than Protective factors Aged 13 or less Appropriate Adolescent Emotional Response
16%	0 to 2 more Risk than Protective factors Aged 13 or less Exaggerated Adolescent Emotional Response
29%	0 to 2 more Risk than Protective factors Aged 14
7%	0 to 2 more Risk than Protective factors Aged 15 or more Suspended from school once or less
21%	0 to 2 more Risk than Protective factors Aged 15 or more Suspended from school twice or more

within each of these primary subgroups producing a number of subgroups with different risk levels. We combined the groups to create four risk categories:

- low risk (33 percent of all youths)—less than 1 percent become delinquent;
- low-medium risk (30 percent of all youths)—7 percent become delinquent;
- medium-high risk (15 percent of all youths)—11 percent become delinquent; and
- high risk (22 percent of all youths)—27 percent become delinquent.

Using the Risk Classification

We can use the risk classification to compare the type of youth entering different prevention programs. We know that certain programs receive a large proportion of high-risk youth into their prevention program while others clearly target lower risk youth. Comparing outcomes for these two different types of program would be misleading without first taking the differing risk levels of their intake populations into account.

Using the risk classification as a control we can begin to examine the outcomes, least in terms of delinquency, for the different programs.

Essentially we are asking how youth with similar risk profiles did in different programs. Figure 1 presents the delinquency rates for each prevention program controlling for risk. A number of general conclusions are evident.

- First, there is very little variation across programs in the delinquency rates of low risk youth — irrespective of which program they attend almost none of these youth become delinquent during the study period.
- Second, there is relatively little variation in the delinquency rates of high-risk youth. In some programs the rate is about twice the overall average and in others even the high-risk youth have low delinquency rates. We identified one program where no youth irrespective of his/her risk classification has been petitioned by family court for delinquency during the entire study period.
- The risk classification was used to examine the distribution of at-risk factors by the reasons for referral of prevention youth. Some of the reasons for referral involve disproportionately large numbers of low-risk youth into prevention programs—teen pregnancy/teen parenting and youth needing education in sexual matters are the two major sources. In contrast, some reasons for referral bring large proportions of high-risk youth into prevention—contact with the juvenile justice system, substance abuse problems and gang involvement being the three most obvious candidates.
- In the same fashion as reason for referral we can look at the association of source of referral and the risk classification of prevention youth. The most striking feature of this analysis is the lack of variation in the distribution of risk by source. Almost all have the same proportions of high and low risk youth.

Discussion

Prevention programs are recognized as being critical parts of the overall strategy to reduce crime and delinquency. Nevertheless, there is very little research and evaluation of individual prevention programs let alone entire systems. *PrOMIS* represents an advanced form of ongoing evaluation that could be employed in juvenile justice systems anywhere in the United States today.

This report shows that prevention programs in Philadelphia are working to develop policies that use relevant information. We know that it is possible to identify profiles of prevention youth that are associated with being at low and high risk of delinquency. Using this classification we can see that the intake populations of different prevention programs vary considerably in terms of risk — from over 60 percent high risk in one instance to less than 10 percent high risk in another. Given such variation it is imperative that outcomes be considered in light of these differences. We know that low risk youth do well irrespective of the program they attend. In contrast, high-risk youth are more difficult to direct away from delinquency, though some programs are able to do it successfully.

The past decade has witnessed a tremendous shift in the nature of local, state and federal government funding of prevention and delinquency programs. There is much greater emphasis today on outcomes based measures, accountability, and on proven strategies for intervention. As this study shows, *PrOMIS* provides the outcomes information necessary for prevention programs to identify prevention approaches and to help transfer this knowledge within the field.

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Peter R. Jones, Philip W. Harris, Jamie J. Fader and Mary Poulin are with the Crime and Justice Research Institute in Philadelphia, Pennsylvania.

CALENDAR OF EVENTS

2000-2001

- | | | | |
|------------|--|------------|---|
| Jun. 1-2 | Ohio Chief Probation Officers Association 2nd Annual Training Institute for Line Staff , "Line Officers Making a Difference II," Columbus, OH at Holiday Inn Worthington. Contact Cheryl Taylor at (740) 477-8884. | Jul. 12-15 | National Restorative Justice Training Institute , "Victims of Severe Violence Meet Offender: A Journey Toward Healing and Strength," University of Minnesota, St. Paul. Contact 651-624-4923. |
| Jun. 1-3 | National Restorative Justice Training Institute , "Victim Sensitive Mediation and Dialogue with Property Offenders & Minor Assaults: Introductory Training," University of Minnesota, St. Paul. Contact (651) 624-4923. | Jul. 23-26 | American Probation and Parole Association 25th Annual Training Institute , "Turning Silver into Gold," Hyatt Regency, Phoenix, AZ. Contact Krista Chappell at (859) 244-8204. |
| Jun. 2-7 | National Juvenile Detention Association's 12th Annual National Juvenile Services Training Institute , Sheraton Indianapolis Hotel and Suites, Indianapolis, IN. Contact (859) 622-6259 or visit www.njda.com . | Jul. 23-27 | National Association of Blacks in Criminal Justice 27th Annual Conference and Training Institute , "Pursuing Justice and Building Partnerships in the 21 st Century," Atlanta, GA. Contact (919) 683-1801. |
| Jun. 9-13 | Developing Local Systems of Care for Children and Adolescents with Emotional Disturbances and their Families: Improving Policy and Practice , Sheraton New Orleans Hotel, New Orleans, LA. Contact National Technical Assistance Center for Children's Mental Health at (202) 687-5000. | 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 . |
| Jun. 11-14 | Texas Corrections Association Annual Conference & Exposition , "TCA 2000 Looking Back Moving Forward Excellence Through Leadership, Mentorship & Commitment," Hyatt Regency at Austin, TX. Contact at (512) 454-8626. | Oct. 2000 | Domestic Violence Awareness Month , Contact Cindy Newcomer or Debbie Reynolds at (800) 537-2238. |
| Jun. 11-14 | National Crime Prevention Council's Alcohol Policy XII Conference , "Alcohol and Crime: Research and Practice for Prevention," Renaissance Washington D.C. Hotel, Washington, D.C. Contact (202) 261-4165. | Oct. 22-24 | National Youth Court Center's Youth Court Conference 2000 , Albuquerque, New Mexico. Visit our website at www.youthcourt.net for more information, or contact Mistene Vickers at (859) 244-8209 or mvickers@csg.org . |
| Jun. 12-14 | Boys Town National Conference on At-Risk Youth and Families , Dallas, TX. Contact (800) 545-5771 ext. 107 or visit www.boystown.org . | Oct. 22-25 | National Conference on Addiction and Criminal Behavior , Marriott Pavilion Hotel, St. Louis, MO. Contact GWC at (800) 851-5406. |
| Jun. 26-28 | Bureau of Justice Statistics/SEARCH National Conference , "Justice, E-Government and the Internet," Hyatt Regency Dallas at Reunion, Dallas, TX. Visit www.search.org . | 2001 | |
| 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 . | Jan. 7-10 | American Probation and Parole Association Winter Training Institute , Portland Hilton, Portland, OR. Contact Krista Chappell at (606) 244-8204. |

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 (859) 244-8001

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



**American Probation and Parole Association ♦ 25th Annual Training Institute
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5. Enhance your current abilities and qualifications
6. Discover "what works" from professionals in the field
7. Network with your peers and learn from their diverse experience
8. View and compare the newest correctional products and technologies
9. Increase your current program's effectiveness
10. Take part in exciting and fun social events
11. Applaud Probation, Parole and Community Corrections Officers' Week, July 23-29
12. Celebrate APPA's 25th anniversary with your colleagues

Workshops At-A-Glance

Monday, July 24, 2011

	10:30 a.m. – 12:00 p.m.	1:45 p.m. – 3:15 p.m.	3:30 p.m. – 5:00 p.m.
 Legal Issues	Supervision Law: Revoking Supervision	The Legal Landscape	Supervision Law: Creative and Constitutional Conditions of Supervision
 Canadian Partnerships	Community Corrections Accreditation Program	Pre-Sentence Reports: Social History or Criminogenic Assessment?	
 Offender Supervision		Florida's Implementation of Global Positioning System for Community Supervised Offenders	Moving toward Quality: Perspectives on Outcomes-Based Supervision
 Federal Initiatives	The Impact of Community Release and Probation/Parole on Corrections Populations	Safety from an Administrator's View	Let's Get Current: An Update on the Office of Justice Programs
 Parole	Supervision with a Spin: Ideas that Travel	Establishing dedicated Parole Caseloads for Persons with Serious Mental Illness	Reinventing Parole: The Connecticut Experience
 Corporate Sponsored	Public/Private Partnerships: An Effective use of Limited Resources	Survival Skills for Community Corrections Practitioners	
 Research-Based Programming	Quality in Treatment Programs for Offenders: Techniques to Measure Approaches (Part I)	Quality in Treatment Programs for Offenders: Techniques to Measure Approaches (Part II)	
 Local Initiatives	Narcotics Detection Dog: Is it Right for your Department?	The Offender Screening Tool: One Department's Answer to Risk Assessment	Comprehensive Enforcement: The Arizona Perspective
 Judicial Partnerships	Sentencing the Mentally Impaired	Judicial Roundtable: What Works in Your Jurisdiction?	
 Management	Finding Leadership in the Wilderness: An expose of the Leadership Qualities in Lewis and Clark	The Millennial Challenge: Integrating Restorative Principles and Practices within Our Own Workplaces	
 Special Programs	Making the Connection	What Happened?	Job Development of Offenders from the Inside Out A New Direction: Following the Beacon to the Shore
 Victim Services	Re-entry Partnerships: A Focus on Crime Victims and the Community	Victim Restitution, Injured Party Locator Project: We've Got Your Money, Where are You?	The Role of Restorative Justice in Teen Court Programs
 Juvenile Justice	Juvenile Mediation and Arbitration Program	When the Boogiemán Knocks	The 8% Solution: A Collaborative Approach to Prevent Chronic Juvenile Crime Family-Based Intervention Strategies for Juvenile Offenders
 Human Resources	Applicant /Candidate Screening		Pre-Service/In-Service Training Requirements

Workshops At-A-Glance

Tuesday, July 25, 2000

8:30 a.m. – 10:00 a.m

The Ethical Dimension of Leadership in a Community Corrections Agency

10:30 a.m. – 12:00 p.m

New Alliances: Collaboration between Law Enforcement, Probation and Parole

1:45 p.m. – 3:15 p.m

Employment Law and Liability: What Every Officer Should Know (Part I)

3:30 p.m. – 5:00 p.m.

Employment Law and Liability: What Every Officer Should Know (Part II)

Innovation in Probation Service Delivery

Beyond the Halls

Girls Behind Bars: Gender Specific Interventions

Treatment Issues for the Alcohol and Other Drug Abusing Offender

Community Supervision for African-American Addicts of Alcohol and Drugs

Fulfilling Probation's Mandate: Enforcing Court Orders

Crime Mapping for Probation and Parole

Drug Offender Sanctions: Department of Justice's Denial of Federal Benefits Program

Safe Futures and Safe Start Initiatives: Building Partnerships to address the Needs of Children and Families at Risk

Parole/Probation Officer Wellness: Critical Incident Response

Parole/Probation Officer Safety: To Arm or not to Arm...the Debate Continues

Reducing the Number of Parole Violators in Local Correctional Facilities

Reinventing Probation through Comprehensive Drug Testing Programs

The New Era of Technology: Planning the Next Century of Juvenile Justice Management

Adulteration of Urine Drug Tests: A Comprehensive Review

Reintegration Potential: Research, Programming and Service Strategies

Making Probation's Performance Measures Useful

Offender Prediction and Classification: Where we have been, Where we are and Where we are Going

Doing More with Less

Project SHOCK

Safe Schools Program

Criminal Justice Teamwork: Judges and Probation Collaborate to improve the Supervision of Sex Offenders

Poetic Justice

Using the Polygraph in Post Conviction Sex Offender Monitoring

Community Court

If It Can Happen in New York City, It Can Happen Anywhere
Executives view Reinventing Probation

The Future is Now in Probation and Parole: Technology and Agency Administration

Phoenix Rising: A Roundtable on Leadership

The Treatment Triangle Approach for Sex Offenders

African-Americans in the Criminal Justice System: Supervision for the New Millennium

Pre-Trial Services: Jail Re-Interview Program

Day Reporting Centers: A Unique Approach to a Popular Concept

Restorative Justice Practices: Crossing Borders

A Day in the Life of a Victim/Offender Mediation Program

Victims: Preventing and Responding to their Alcohol and Other Drug Abuse

Juvenile Justice with Eyes Open: Designing Information Systems to Support Effective Decision-Making

Partners in Crime Reduction

Youth Challenge Community Program

Save our Youth

2001-Not Just Another Quality Odyssey

Working with Delinquent Girls: Embracing Hope

Accelerated Grievance Process

Employee Drug Screening

Special Training Session

CENTER FOR SEX OFFENDER MANAGEMENT

CSOM

Effective Management of Sex Offenders in the Community
Sunday, July 23, 8:30 a.m. - 5:15 p.m.

Established in June 1997, the Center for Sex Offender Management (CSOM) is a national project designed to provide information, training and technical assistance to the field on sex offender management issues. The project's goal is to enhance public safety by preventing further victimization through the effective management of adult and juvenile sex offenders 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 and the American Probation and Parole Association.

On July 23rd, CSOM is sponsoring a one-day special training event, in conjunction with the APPA Institute in Phoenix. This training 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 focus of victims in managing sex offenders, the use of the polygraph, sex offender assessment, community notification and registration.

The training is designed for probation and parole line staff, supervisors, and agency officials with policy responsibility, treatment providers and victim advocates. *All participants MUST be paid registrants of the APPA Institute.* There will be no additional fee to attend this special training event. Interested participants should mail or fax a completed registration form for this CSOM training event, in addition to their registration for the APPA Institute. *Space is limited and advance registration is required.*

For information about this training event and other CSOM projects, please contact:

Margaret Griffin
Sex Offender Management Specialist, CSOM
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Bedford, Texas 76095
Phone: (817) 540-2932
Email: mgriffin@csg.org

For information about registration, please contact:

Pat Bancroft, Administrative Assistant
American Probation and Parole Association
P.O. Box 11910
Lexington, Kentucky 40578-1910
Phone: (859) 244-8197
Fax: (859) 244-8001
Email: pbancroft@csg.org

CSOM Training Event Registration Form

Effective Management of Sex Offenders in the Community
Sunday, July 23, 2000

Name: _____

Title: _____

Agency: _____

Address: _____

City: _____ State: _____ Zip: _____

Telephone: _____

Fax: _____

E-Mail: _____

To register, complete this form and return it by mail or fax by July 7, 2000 to:

Pat Bancroft, APPA
P.O. Box 11910
Lexington, Kentucky 40578-1910
Phone: (859) 244-8197
Fax: (859) 244-8001

Activities at a Glance

Saturday, July 22

9:00 a.m. - 5:00 p.m.
12:00 p.m. - 5:00 p.m.

APPA Executive Committee Meeting
Institute Registration

Sunday, July 23

8:00 a.m. - 9:00 p.m.
8:00 a.m. - 5:00 p.m.
8:30 a.m. - 5:30 p.m.

Institute Registration
Intensive Sessions
Special Training - Center for Sex Offender Management
APPA Board of Directors Meeting
Exhibit Viewing
Opening Session
25th Celebration Reception sponsored by APPA Corporate Members

Monday, July 24

7:30 a.m. - 5:00 p.m.
8:30 a.m. - 10:00 a.m.
10:00 a.m. - 1:45 p.m.
10:30 a.m. - 12:00 p.m.
12:00 p.m. - 1:45 p.m.
1:45 p.m. - 3:15 p.m.
3:30 p.m. - 5:00 p.m.
4:00 p.m. - 6:00 p.m.
5:00 p.m. - 6:00 p.m.
6:30 p.m. - 12:00 a.m.

Institute Registration
Plenary Session
Exhibit Viewing
Workshops
Lunch with Exhibitors
Workshops
Workshops
Exhibit Viewing
Reception in Exhibit Hall
APPA Gala Event, "Phoenix Live at 25!"

Tuesday, July 25

8:30 a.m. - 10:00 a.m.
10:00 a.m. - 12:00 p.m.
10:30 a.m. - 12:00 p.m.
12:00 p.m. - 1:30 p.m.
1:45 p.m. - 3:15 p.m.
3:30 p.m. - 5:00 p.m.
4:00 p.m. - 6:30 p.m.
5:00 p.m. - 6:30 p.m.

Workshops
Exhibit Viewing
Workshops
APPA Awards Luncheon
Workshops
Workshops
Exhibit Viewing
Reception in Exhibit Hall

Wednesday, July 26

8:30 a.m. - 9:30 a.m.
9:45 a.m. - 11:15 a.m.
Agenda is subject to change.

APPA Membership Meeting
Closing Session

Charter Members Club

The American Probation and Parole Association would like to invite its charter members to participate in the APPA Charter Members Club. The APPA Charter Members Club will have its next meeting at the APPA 25th Annual Training Institute in Phoenix, Arizona, July 23-26, 2000. If you are a charter member and are interested in becoming a part of the club, please contact Rudy Szollar or stop by the APPA registration desk in New York for more information.

Rudolph F. Szollar
P.O. Box 649
Bushkill, PA 18324
(808) 382-7393

Rudy F. Szollar is a charter member of APPA and a retired officer from the Union County Probation Department in Elizabeth,

Intensive Sessions

All intensive sessions are held on Sunday, July 23. Advance registration is required. Intensive sessions are \$30 for each session.

1

9:00 a.m. – 12:00 p.m.

Educating Adjudicated, High-Risk Youth through Probation and Public Education Collaboration

2

Throw the Book at Them: Changing Lives through Literature

3

9:00 a.m. – 4:30 p.m.

Conflict Resolution Overview: Theory, Skills and Applicable Program Models for Youth Facilities

4

Iowa's Living Laboratory Concept

5

What Works in Corrections

6

Georgia's Results Driven Supervision Model

7

1:00 p.m. – 4:30 p.m.

The Interstate Compact – A Whole New Look

8

Addressing Stress in the Peace Officer Family

Featured Sessions

Opening Session

Barry McCaffrey

Director, Office of National Drug Control Policy

A Look at National Drug Control Strategies

Sunday, July 23 ♦ 7:00 p.m. – 8:30 p.m.

Plenary Session

Alan Leshner

Director, National Institute on Drug Abuse, U.S. Department of Health and Human Services

Advances in Drug Abuse and Addiction Research: Implications for Justice Populations

Monday, July 24 ♦ 8:30 a.m. - 10:00 a.m.

The APPA Institute offers over 80 workshops for all levels of experience. You are sure to learn new ideas from one of the many specialized topics.





Travel Information

Your Ticket of Savings!

Delta Air Lines and Southwest Airlines have been selected as the official carriers for the APPA 25th Annual Training Institute in Phoenix. 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 Bonus Discounts!

Discount for tickets purchased more than 60 days before the meeting:

10% off non-refundable tickets

15% off regular coach tickets

Discount for tickets purchased less than 60 days before the meeting:

5% off non-refundable tickets

10% off regular coach tickets

Delta Airlines: 1-800-241-6760

Refer to file number: # DMN 135121A

If confirming reservations directly with your travel agency, please instruct your agent to call Delta to register the reservation under the meeting name of American Probation and Parole Association and refer to file # DMN 135121A to guarantee your discount.

Southwest Airlines Bonus Discounts!



Southwest Airlines is offering a 10% discount on most of its already low fares for air travel to and from the APPA 25th Annual Institute in Phoenix. You must make reservations five or more days prior to travel to take advantage of this offer.

Call the Southwest Airlines Group and Meetings Reservations at 800-433-5368 (8:00 a.m. - 5:00 p.m., Monday - Friday, or 9:30 a.m. - 3:30 p.m., weekends.)

Refer to ID code # G9980



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

Call 1-800-445-0419

5:30 a.m. - 8:30 p.m., EST, Monday-Friday

Identify that you are attending the APPA Institute to obtain special airfares.

Registration Information

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. 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 June 24, 2000 or later are not eligible for the early registration fee and must include the regular registration fee. ♦

Cancellation/Refund Policy

A full refund, less a \$50 processing fee, is available until June 30, 2000. No refunds are available after June 30, 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 (859) 244-8001. All requests for refunds must be postmarked or faxed by June 30, 2000. Registrations are not transferable. ♦

Lodging Information

All Institute activities will take place at the Phoenix Civic Plaza. Special lodging rates are available for APPA Institute attendees at the Hyatt Regency at Civic Plaza (headquarters hotel) at a rate of \$74 single/double occupancy and at the Crowne Plaza Downtown at a rate of \$62 single and \$79 double occupancy. To make reservations at the Hyatt Regency at Civic Plaza, please call (602) 252-1234 or (800) 233-1234. To make reservations at the Crowne Plaza Downtown, please call (800) 359-7253. A deposit in the amount of one night's room and tax is required to process and confirm your reservation request at either location. The deadline to receive these lodging rates is June 21, 2000. With record attendance levels expected, you are encouraged to make your reservations early. Questions about accommodations should be directed to the hotel. APPA is not responsible for lodging reservations and cannot ensure availability.

Register now!

P.O. Box 11910, Lexington, KY 40578

Fax: (859) 244-8001

Online at www.appa-net.org.

Registration Form

APPA 25th Annual Training Institute ♦ July 23-26, 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 Before June 23	On or After June 24	Amount
Member of APPA or co-sponsoring Assn. \$250 \$285 \$ _____ To qualify for this rate you must be a member of one of the following (please mark those that you hold current membership in) <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 # _____ Expiration Date _____ <input type="checkbox"/> Co-sponsoring Association - Please check all that apply <input type="checkbox"/> AZ Chief Probation Officers Assn. <input type="checkbox"/> Western Correctional Assn. <input type="checkbox"/> AZ Probation, Parole and Corrections Assn.			
Non-member \$295 \$330 \$ _____ If you are not a member of APPA or or the co-sponsoring association, you are required to pay the regular registration fee. Memberships will be verified.			
Intensive Sessions \$30 \$30 \$ _____ Available only to registrants of Institute. Attendance at intensive sessions only is not permitted. Specify Intensive Session # _____ (see page 61 for list of Intensive Sessions)			
Family Registration \$50 \$50 \$ _____ This rate is available to immediate family members not employed in the corrections field. Allows entry into general sessions, exhibit receptions and workshops. Luncheon is not included. Specify Family member's name _____			
Awards Luncheon Ticket (July 25) \$35 \$35 \$ _____ One luncheon ticket is included in full registration. Registration fee for family members does not include a luncheon ticket			
APPA Membership \$35 \$35 \$ _____ One year of individual membership. <input type="checkbox"/> New Member <input type="checkbox"/> Renewal <small>61-16-00-1000-4020</small>			
Grand Total Enclosed \$ _____ <small>61-16-00-2058-4401</small>			
Is this your first attendance at the APPA Institute? <input type="checkbox"/> Yes <input type="checkbox"/> No			
Please indicate the number of years worked in community corrections <input type="checkbox"/> 9 or less <input type="checkbox"/> 10-24 <input type="checkbox"/> 25 or more			

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 June 30, 2000. **No refunds are available after June 30.** In order to receive a refund, written requests must be sent to the APPA Institute, c/o The Council of State Governments, P.O. Box 11910, Lexington, KY 40578-1910 or faxed to (859) 244-8001. All requests for refunds must be postmarked or faxed by June 30.

Mail this form to:

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

or Fax to:

(859) 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 ☐ 16-20 years
- ☐ 2-5 years ☐ 21-25 years
- ☐ 6-10 years ☐ More than 26 years
- ☐ 11-15 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 ☐ Judge
- ☐ Commissioner/ ☐ Attorney
- ☐ Director/Chief ☐ Educator/
- ☐ Administrator ☐ Researcher
- ☐ Consultant ☐ Private Sector/
- ☐ Trainer ☐ Corporate
- ☐ Parole Board ☐ Other _____
- ☐ Member

Race/Ethnicity

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

Mark all Expenses that are Reimbursed

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

Mark Past Attendance at APPA Annual Institute

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

APPA Federal ID # 56-1150454



American Probation and Parole Association
c/o The Council of State Governments
P.O. Box 11910
Lexington, KY 40578-1910

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