



PERSPECTIVES

the journal of the American Probation and Parole Association



Volume 24

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Juvenile Probation on the Eve of the Next Millennium

KidsPeace

PRESIDENT'S MESSAGE

By the time you read this message, the 25th Anniversary Celebration of APPA at the Annual Institute in Phoenix will have already taken place. Even though I am writing this before it has taken place, I can tell you two things; it was a resounding success and it was hot. So, am I clairvoyant? Not really. All of us know it's hot in Phoenix in the summer and all of us know that when Arizona organizes an Institute, they do a great job. I want to especially give my thanks to the local host committee and in particular, Cherie Townsend and Carl Fox. With their usual style and grace, they organized a dynamic Institute that was a very important milestone for this organization. In addition, I want to acknowledge the hard work and creativity of Dimitria Pope who was both the Program and 25th Anniversary Chair. It reinforces for me the adage that if you want something done right, get busy people to do it.

I want to devote this message to a man who I both admire and love, Norm Helber. As you know, he is retiring in September. If not for Norm Helber and a handful of other people, I doubt whether there would be an APPA today. I first met Norm in 1982 in Cherry Hill, New Jersey at the APPA Annual Institute. While the conference was small, as local host, Norm had a nice program planned and made people feel welcome. As Norm moved around the hallways, you could tell how much people respected him in what was then his home state. It was also very obvious at the business meeting that he would do anything for APPA. He was on several committees and spoke with passion about the need for the organization. Not only was he interested in financial solvency, (in which he invested large chunks of time when he promoted various training initiatives), he also gave considerable thought to what it meant to have, and work with a professional organization. This was the first glimpse I had of a person who was not so interested in doing things right, as doing the right thing. If you were to look from the outside in on Norm's career, you could easily summarize it in one word - leadership.

Yet there are nuances to his leadership style: being a risk taker and a champion of human dignity, giving staff credit for their accomplishments, and having a sense of humor about himself and others. Much has been written about leadership and these are all characteristics of good leaders. Yet the number one quality we look for in a leader is honesty, and Norm is as honest as the day is long. The board of directors has seen this honesty for many years. On a personal level, his honesty with those he has mentored has made a huge difference in their professional careers and lives.

I could spend another two pages discussing Norm's accomplishments. I know he would not want that, but he would want me to mention the support that his wife, Mary, has given to him and APPA. I think that she and Norm have literally been to every APPA Institute. All of us have benefited from knowing them as a couple. APPA cannot repay Norm for his contribution to the organization, we can simply recognize it. So it is fitting that this message be devoted to a person who I want to formally anoint, "Mr. APPA." We will miss you and hope that your passion for life and this organization rubs off on us.

Hasta la vista.



Ray A. Wahl

A handwritten signature in black ink, reading "Ray Wahl". The signature is stylized with a large, looped "R" and a cursive "Wahl".



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EDITOR'S NOTES

Over the last several years, pronouncements about crime trends have taken on a triumphant tone as police departments and other criminal justice sectors point with pride to unprecedented drops in the levels of serious crime. While the trend seems to have stabilized recently with some jurisdictions reporting upticks in incidents of crime, nonetheless the 1990s will be remembered as the era when amazing drops in crime occurred. Community corrections, at least in some quarters, should take its share of the credit.

We must be less sanguine about our progress with respect to juvenile crime. Much more of the overall drop in crime is due to a decrease in adult offending, while the profile of juvenile offending remains very worrisome in such areas as age of onset and involvement in violence.

The cover story in this edition of *Perspectives* provides an overview of juvenile probation practices and research while offering five suggestions for the future reform of the field. Clearly, the promise of prevention is the most salient in juvenile corrections and innovative juvenile probation practice may serve as the best hedge against ominous demographics.

Few offenders pose greater actual risk to the community (and, therefore, to the legitimacy of probation) than sex offenders. Professor Seng from Loyola University in Chicago offers a very useful discussion of specialized intensive supervision programs operating in several Illinois counties. Seng's study of both process and short-term impact has lessons for all departments. While the jurisdictions involved have made commendable efforts, it is striking to note how difficult it is to fully implement all elements of a comprehensive strategy. The devil is always in the details!

My guess is that many readers will be provoked by Robert Rosenbloom's piece on "hazardous material theory" in probation. One function of any professional publication is to print ideas that may make us uncomfortable. I happen to take exception to Rosenbloom's perspective but his arguments deserve an audience.

The Taymans and Jurich piece on cognitive interventions complements nicely a piece appearing in these pages not too long ago by Mark Carey (see "Cog Probation", Spring 1997). Of all the approaches to corrections developed in the late twentieth century, the odds-on favorite for "most likely to endure" is the cognitive model. This piece provides a sound overview of the key aspects of the approach.

Finally, I would like to take a moment to bid farewell to our readership. I will shortly be moving into the field of judicial administration which will make it necessary for me to yield my editorial responsibilities to the very able Bill Burrell. My tenure with the editorial committee has been a challenging and thoroughly enjoyable one. Long before I arrived, *Perspectives* had become a leading publication in the community corrections field and, with the unstinting support of APPA and its committed secretariat staff, will continue to be looked to by our field for the best that is being thought and written in community corrections.

Though I may no longer be in probation, probation will always be in me and my membership in APPA is a life-long commitment! God bless you all.



Ronald P. Corbett, Jr.

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*where community partnerships are
 restoring hope by embracing a
 balance of prevention, intervention
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We seek to create a system of Community Justice where:

A full range of sanctions and services provides public safety by insuring humane, effective, and individualized sentences for offenders, and support and protection for victims;
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Dignity and respect describe how each person is treated;
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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 MS Word or WordPerfect 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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- Spring 2001 Issue – December 11, 2000
- Fall 2001 Issue – June 20, 2001

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

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

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

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

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

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Restorative Justice: A Global Initiative

Despite decreases in crime trends across the United States, criminal justice issues continue to dominate political agendas domestically as well as abroad. Victimization fears still afflict most of society, and recidivism still occurs among the majority of offenders. Though any number of factors or programs may be linked to decreases in crime, few can credibly take credit for both reforming the offender and healing the victim. Restorative justice has become recognized as an initiative with the capacity to accomplish both of these principal objectives.

In Vienna, Austria earlier this year restorative justice received an authoritative endorsement from the Tenth United Nations Congress on the Prevention of Crime and the Treatment of Offenders. The conference proceedings culminated in the drafting of a declaration that addressed the challenges facing the criminal justice system. Part of the opening clause of the declaration, "We the Member States of the United Nations . . . aware of the promise of restorative approaches to justice that aim to reduce crime and promote the healing of victims, offenders and communities,"¹ captures the esteem restorative justice increasingly enjoys.

Though respect for restorative justice practices may be mutual, application is nearly as diverse as the 119 countries participating in the Tenth UN Congress. From family group conferences in New Zealand to the HALT program in the Netherlands, approaches to restorative justice are multifaceted. Some initiatives mimic successful programs from neighboring countries, while others are as unique as the culture in which they evolved. Whatever their origins, we can learn valuable lessons from the experiences of our colleagues abroad. And with the breadth of restorative justice initiatives across the globe, bringing proven practices home is within easy grasp. Likewise, disseminating proven methods from the extensive research in the U.S. can benefit those who are implementing initiatives around the world. As Carmel Benjamin of the Australian Institute of Criminology declared, "we are now in the happy position of being able to benefit from the

practical experiences of restorative justice workers and theoreticians around the world . . . Restorative justice is indeed a valuable tool in the multi-cultural communities of our shrinking global village."²

Nearly all programs that embrace restorative justice principles acknowledge that the interests of three parties are at stake in every act of crime—the victim, the offender and the community. While some probation and parole programs emphasize only one or two of these interests in their process, restorative initiatives consider all three. Additionally, few restorative programs are forced upon participants—the majority is strictly voluntary. Other similarities among programs include the presence of a mediator and the informal setting apart from the courtroom in which proceedings are held. Despite these resemblances, restorative justice has many guises throughout the world.

Canada³

Officials in Winnipeg, Canada implemented a program called "Restorative Resolutions" (RR), which targets offenders who face sentences of six months or longer. A unique feature of RR is that it includes several variants of popular restorative applications. Under certain conditions, the program is designed to be an alternative to incarceration. Depending on the nature of the offense and the willingness of the offender and the victim to participate, RR might involve any of the following processes: victim-offender mediation, a written apology from the offender to the victim, a victim-impact statement provided to the offender, monetary restitution, or a community service agreement. Researchers found that the RR program contributed to significantly reduced rates recidivism among participating offenders.

The Netherlands⁴

HALT, an abbreviation of the Dutch phrase for "the alternative," is an ongoing program oriented toward juvenile delinquents in the Netherlands. Participants are young offenders between the ages of 12 and 18 who have

committed vandalism or other minor offenses. Youth who qualify for this alternative form of punishment are referred directly to a HALT Bureau where they enter an agreement to make restitution for their offense. Upon making restitution, which entails repairing damage caused or payment for losses incurred by the crime, the offender's criminal record is deleted and no further legal action occurs. Research reveals very promising results—60 percent of HALT participants either ceased or decreased criminal behavior, as compared to zero youth offenders who ceased crime who were not enrolled in the program, with only 25 percent of these displaying reduced delinquent behavior. The proven ability of HALT to thwart recidivism among juveniles, according to van Hees, has prompted an increased international interest in the program.

New Zealand⁵

In 1989, family group conferences were introduced in New Zealand as an adjunct to the judicial process for juvenile offenders. These informal gatherings include the offender, members of the offender's family, the victim or a representative of the victim, a mediator, and a police representative. After the offender confesses, or has been found guilty by a youth court, participants discuss the nature of the crime, the factors which lead the youth to commit the crime, and the impact of the crime on the victim. At the end of this process, options for restoring damage caused by the offense are discussed by the family and proposed to the group. Results of these family group conferences have been positive. Morris and Maxwell reported that probability of offender reconviction may be decreased, and the majority of victims expressed satisfaction with the results of the conferences. In a separate analysis, Maxwell demonstrated that family group conferencing "can be successfully implemented in a variety of different countries, by a number of different cultural groups and using an array of different processes."⁶ Variants of this application of restorative justice currently exist in Australia,

BY GEORGE L. WARD

Canada, England, Ireland, Sweden, Singapore, South Africa and the U.S.

South Africa⁷

One of the more popular applications of restorative justice is the victim-offender mediation process. The Magistrate's Court in Greyton, South Africa, has embraced this process for the past several years. Cases involving minor offenses bypass the court system and are handled between the victim and the offender with the assistance of a mediator. The parties are interviewed separately and arrangements are made as to the compensation that will be paid by the offender. On the predetermined date, the victim and offender are persuaded to "make peace, shake hands and leave the court buildings in harmony, after the matter has been withdrawn in court."⁸

Many forms of victim-offender mediation exist. In Germany, a pilot program restricted participants to those who were involved in serious offenses rather than petty crimes.⁹ Aboriginal and North American tribes follow long-standing ceremonial procedures that involve the victim and the offender along with their supporters. Texas successfully introduced a program that brings together convicted murderers and family members of their victims in a potentially emotional mediation process.¹⁰

Though complete restoration to the victim may not always be possible, as in the Texas program, the very process of victim-offender mediation has benefits that are difficult to quantify. Jeremy Travis, former director of the National Institute of Justice, declared:

Victims cannot be restored to the *status quo ante*, nor can offenders be expected to repair all financial harm they caused their victims. Yet the social and psychological restoration of victims is, in my view, a major societal purpose that can be accomplished in the administration of justice . . . Restitution can be enhanced by the involvement of victims. Respect for the processes of government can be enhanced. Fear of offenders can be reduced.¹¹

As victim-offender models in South Africa and across the globe have demonstrated, practitioners and policymakers have great hope for this particular application of restorative justice.

Conclusion

Despite diverse interpretations and applications, restorative justice has emerged as an effective tool in the judicial process. Legitimized by statistics showing reduced

recidivism among participating offenders and by acknowledgment of satisfaction from victims and their families, restorative justice has the potential to bring significant change to sentencing and correction approaches worldwide. The UN Vienna Declaration on Crime and Justice concurred with these findings and challenged countries to apply restorative justice practices in their jurisdictions. Articles 27 & 28 of the Declaration invoke the charge as follows:

We decide to introduce, where appropriate, national, regional, and international action plans in support of victims of crime, such as mechanisms for mediation and restorative justice . . . We

encourage the development of restorative justice policies, procedures and programmes that are respectful of the rights, needs and interests of victims, offenders, communities and all other parties.¹²

Retributive justice has yet to significantly reduce recidivism. We have remodeled our prisons into impenetrable fortresses, but have failed to rebuild their occupants. A successfully reformed offender is still the exception to the norm. While restorative justice does not guarantee a solution, it holds promise. If nothing else, it brings the offender face to face with the consequences of his or her actions, providing the victim a sense of closure and the offender a

confrontation with reality. Perhaps this latter perspective will make the difference. Regardless, combining restorative justice practices with the ongoing probation and parole efforts provides hope for permanently reducing recidivism in our nation and throughout the global community.

End Notes

¹United Nations. 2000. Vienna declaration on crime and justice: Meeting the challenges of the twenty-first century. [Online]. Available: <http://www.uncjin.org/Documents/10thcongress/10cDocumentation/10cdocumentation.html>

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³Bonta, James, Suzanne Wallace-Capretta and

Jennifer Rooney. 1998. Restorative justice: An evaluation of the Restorative Resolutions project, Report No. 1998-05. Ministry of the Solicitor General of Canada., p. 16.

⁴van Hees, Alma. 1997. Halt: early prevention and repression; recent developments and research (Paper for the XIIth International workshop on research into juvenile criminology: early detection, prevention and intervention, Noordwijkerhout, The Netherlands, 18-20 June 1997).

⁵Morris, Allison and Gabrielle Maxwell. 1998. "Restorative justice in New Zealand: Family group conferences as a case study." *Western Criminology Review* 1 (1). [Online]. Available: <http://wcr.sonoma.edu/v1n1/morris.html>

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⁷Swart, Steve. 2000. "Examples of restorative justice applications in South Africa." (Paper presented at the Tenth United Nations Crime Congress:

Ancillary Meeting, April 10-17, 2000).

⁸Swart speech

⁹Hartmann, Ute I. 1996. "Victim-offender reconciliation with adult offenders in Germany." *International Victimology*, p. 323.

¹⁰Butts, Mike. "Why some victims' families have chosen to confront offenders - and even to forgive them." *The Dallas Morning News*, Lifestyles section, April 2, 2000.

¹¹Travis, Jeremy. "But they all come back: Rethinking prisoner reentry. Sentencing and Corrections Issues for the 21st Century," *Papers From the Executive Sessions on Sentencing and Corrections*, National Institute of Justice, U.S. Department of Justice. No. 7, May 2000. p. 8.

¹²United Nations, p. 5. □

George L. Ward works at the International Center at the National Institute of Justice in Washington, DC.

Call For Presenters

American Probation and Parole Association
26th Annual Training Institute
St. Paul, Minnesota – August 26-29, 2001

The American Probation and Parole Association is pleased to issue a call for presenters for the 26th Annual Training Institute scheduled to be held in St. Paul, Minnesota, August 26-29, 2001. Institute participants include community supervision and corrections' personnel, judiciary, treatment providers, criminal justice researchers and others who are interested in the field of community justice. Presentations should relate to the following topics:

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

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

Submission Guidelines

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

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

Presentation summaries may be mailed or faxed to:

Gini Highfield, Assistant Director
Division of Youth Corrections
120 N 200W Room 419
Salt Lake City, UT 84103
Phone: (801) 538-4326
Fax: (801) 538-4334

Presentation summaries should be received no later than **December 15, 2000**. Ideally, a presentation panel should consist of no more than two or three persons. Annual Institute program track committee members will contact the person who nominated the workshop(s) to indicate their selection for the Institute. Please note that it is the APPA policy that, regrettably, expenses and fees associated with participation cannot be reimbursed by APPA.

Hazardous Material Theory of Probation

Probation Models

Probation professionals have an on-going debate about what their mission is and who their customers are. Probation professionals generally adhere to one of three camps: a law enforcement model, a treatment model and a blend model. All three models profess to have the same goal, which is to reduce recidivism by probationers.

The three models are designed to articulate a method of interaction with probationers during their period of probation. A probation officer chooses a model based on a mindset that reflects his/her own bias. Some departments may also try and articulate a preference for a model. Models can also reflect a response to the political environment in the community. The trend today has been toward the enforcement model, reacting to the "lock them up" mentality. All models may exist simultaneously in the same probation department irrespective of the mission statement. But it is the probation officers who interact with probationers, not probation administrators. Probation officers have wide discretion in dealing with probationers. While there is nothing wrong with independent professional judgment, without a unifying mission or theory, it can lead to unintended results and customer confusion.

Probation departments all have mission statements attempting to define the focus of the department. Mission statements sometimes try to be everything to everybody. In doing so they usually fail to appropriately target the customer who is most important to the department. They often fail to clearly define the important functions of the staff. These results are ironic since the only reason for a mission statement is to target and define these areas.

Who are the Customers?

Customer confusion exists both for the probation officer and the customer. Who are the customers of probation and what is the service? When asked this question professionals name a long list of customers: judges, the community, criminal justice agencies, local

governments, state government, social service providers, victims, probation staff, state legislatures and finally, probationers. This is a daunting list. Each of these potential customers has a legitimate claim on being a customer and expects to receive a service from the probation department. Judges want their probation orders enforced; the community wants protection; criminal justice agencies need assistance in law enforcement; governments want fines and fees collected; victims want restitution; state legislatures want laws enforced and budgeted funds spent wisely. Social service providers want referrals and cooperation, and probation staff want to be given resources and to be valued. Finally, probationers want services, opportunities, second chances, counseling or most times, to be left alone. With all these demands it is no wonder probation departments are unsure of their mission and appear schizophrenic to all their potential customers. It is amazing that probation services can be offered within this environment.

If the number one customer is not clearly identified the most important function or service to be provided cannot be defined. This dilutes the limited resources available to probation departments. A shotgun approach—trying to provide some level of service to all customers—means ineffective service to all customers. Additionally, providing programs and services that are unfunded sometimes become expected by government policy makers, which leads to further dilution of services. For example, a probation office that volunteers to provide a drug education class, may find that its success requires them to continue it even without the resources needed to do so on a on-going basis.

Questions to be Answered

All these factors lead to the public perception that probation is ineffective, it coddles criminals, it is not tough, probation does not help stop crime. Zedlewski (1998) summed up the problem on probation effectiveness: "There is a lot of merit these days in sending the message—probation is punitive! Statistical support of this message gives political support

to judges and prosecutors trying to stem the tides of mandatory incarcerations and restricted sentencing options. Part of the point is that probation is misunderstood or worse, doesn't understand its own role." This idea is also recognized by Joan Petersilia (1998) in her article, "Probation in the United States, Part II," "...Then, we must garner support, convincing the public that the probation sanction is punitive, and convincing the judiciary that offenders will be held accountable for their behavior."

Probation departments need to articulate who the number one customer is and provide that customer the lion share of services. Once the number one customer is defined, the second decision to be made is what services are offered to that customer.

The two decisions must be preceded by some preliminary considerations. First, the probationers are not the customers. They are the products. The probationer is produced by the court system. A person violates the law, endangers the community and is delivered to the court system by the police. The court system processes the person and if found guilty, a number of issues related to the person and the community are decided. The court must determine the level of hazard to the community. If the hazard level is too high, if the defendant is toxic to the community, this "human hazardous product" will be placed in concrete and steel for a period of time. Prisons provide this service to the courts. In prison, we are safe from leakage back into the community and the damage the person can cause. But if, in the judges opinion, the human hazardous product is at a lower level as to be an acceptable risk when properly contained and monitored in the community, the defendant is placed on probation.

The second preliminary consideration relates to measuring success. There are two main measures of success: (1) the number of probationers successfully completing conditions of probation of the probated sentence, and (2) the number of probationers revoked due to violations of probation, including re-arrest for new crimes. Today's

BY ROBERT ROSENBLOOM

business environment, government environment and community environment demand results and a way to measure them. "Increasingly, the criterion of success or failure of the correctional apparatus is recidivism. It may be refined into various kinds of experience. Its definition may be specialized to meet the demands of a particular research problem. But is the most understandable gauge..." (American Correctional Association, 1966, p.601). In the book, *Results-Driven Management* (Boone and Fulton, 1995), it is argued that recidivism may not be the best measure for success. But no one has accurately defined successful outcome for probation. In 1993, the Bureau of Justice Statistics (BJS)-Princeton Study Group concluded "...that the success of community corrections should not be based on some post program assessment of behavior" (Petersilia, 1993, p. 15). Opinions abound regarding success and recidivism, but the main point is: What is probation doing to protect the community and serve the court?

So who is the number one customer and what services should be offered by probation to this customer? It is the judge. The services relate to enforcing conditions of probation. Why the judge and only the judge? The judge represents all the other customers. The public elects the judge, so serving the judge is serving the public. All the other criminal justice agencies interact with the judge, and government is represented through the collection of fines and fees. Public policy regarding law enforcement is represented by the judge. We already have ruled out the probationer as a customer, so virtually all interests are served by serving the judge.

The Theory

The concept of probation under this theory is that probation departments manage probationers as a service provider to the courts. Previously defined as hazardous human product, probation manages this hazardous product by containing it and transporting it. While some defendants are placed in prison (concrete and steel container) to prevent leakage back into the community, other defendants become probationers and are contained within their probation sentence. It is the probation sentence that helps contain the probationer from once again presenting a hazard to the community. Viewing the sentence of probation as protective packaging creates a fuller understanding by probation officers and the public of the function of probation.

This packaging is provided by the court in the form of conditions. Although all

probationers have basic conditions, different conditions for different probationers are routinely added to the sentence. If an effect of this "packaging" is helpful to the probationer, that is secondary and a consequence of our obligation to enforce the court order. We have no obligation to the probationer (product) other than the desires of the court. We are in the hazardous product management and transport business. Probationers must be contained and the community protected from them. One can argue that the interaction of a probationer and probation officer, and the referral and counseling that may occur lends itself to the improvement of the "product." Any improvement that prevents a probationer from re-offending is beneficial.

The community wants one main result and expects the criminal justice system to deliver. The community says, "Don't let the offender do any more harm to us." By fulfilling its role as a manager of the offender in the community, by monitoring the packaging and transporting the probationer to the end of the sentence without any contamination back into the community, probation meets its obligation to the court and hence to all other interests. In the article by Edward E. Rhine reprinted in

Perspectives, Winter 1998, the case is made for a new narrative in probation and parole. It is lamented that the new penology in community supervision falls short of being effective without the effort of reintegration of the offender into the community. Twin strategies of risk management and reintegration can be found in the theory outlined in here. But reintegration cannot be a main focus, strategies to prevent or minimize harm to new victims during the term of probation, through enforcement of the court order is the job of probation. What else can we be responsible for? □

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- Rhine, Edward E. "New Narrative in Probation and Parole." *Perspectives* (Winter, 1998).
- Zedlewski, Ed. *Perspectives* (Spring, 1998). □

Robert Rosenbloom is the Operations Coordinator of the Probation Division at the Georgia Department of Corrections in Conyers, Georgia.

APPA's Grant and Special Projects

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 thirteen research/grant projects whose combined budgets totaled more than 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.

Current APPA research and training projects include:

- Electronic Supervision Tools: Improving Practice and Technology, funded by the National Institute of Justice.
- Implementing and Enhancing Teen Court Programs, funded by the National Highway Traffic Safety Administration.
- Implementing Effective Sex Offender Management Strategies, funded by the Office for Justice Programs, the National Institute of Corrections and State Justice Institute.
- Juvenile Holdover Programs, funded by the National Highway Traffic Safety Administration.
- National Youth Court Center, funded by the Office of Juvenile Justice and Delinquency Prevention.
- Promising Practices for Restitution, funded by the Office for Victims of Crime.
- Promising Victim-Related Practices in Probation and Parole, funded by the Office for Victims of Crime.
- Training and Technical Assistance for Implementation of Substance Abuse Testing within the Juvenile Justice System, funded by the Office of Juvenile Justice and Delinquency Prevention.
- Understanding and Implementing Effective Offender Supervision Practices and Programming, funded by the Bureau of Justice Assistance.

More detailed descriptions of these research and training projects may be found in the summer 2000 issue of *Perspectives* or on APPA's website at www.appa-net.org. The following is an update on major recent and upcoming project activities.

Highlights and Upcoming Activities

Through the **Understanding and Implementing Effective Offender Supervision Practices Project**, funded by the Bureau of Justice Assistance, APPA Produced the following audio teleconferences in June, July and August:

- "Legal Issues in Probation and Parole Case Management," presented by Craig Hemmens, Assistant Professor in the Department of Criminal Justice Administration at Boise State University in Boise, ID.
- "Cognitive-Behavioral Techniques for Probation and Parole Officers," presented by David Swanson, Case Manager for Probation and Parole at Adult and Adolescent Daily Alternative Services Program in Rochester, MN.
- "Managing and Engaging Community Partnerships to Effect Change in Public Policy," presented by Gary Hinzman, District Director of the Sixth Judicial District Department of Corrections in Cedar Rapids, IA.

A limited supply of cassette tapes of the audio training events is available. Please contact Linda Sydney at (859)244-8192 for more information.

APPA presented a two-day training seminar on implementing drug testing programs for juveniles for the Colorado Division of Youth Corrections in Golden, CO on June 22-23. This training was funded through a grant from the Office of Juvenile Justice and Delinquency Prevention, **Training and Technical Assistance for Implementation of Substance Abuse Testing within the Juvenile Justice System Project**. Contact Linda Sydney for information on training and technical assistance in drug testing issues.

A sex offender management and training curriculum that will address sex offender supervision, treatment, assessment and other management issues is under development as part

of the **Center for Sex Offender Management Project (CSOM)**, funded as a collaborative effort between the Office for Justice Programs, the National Institute of Corrections and the State Justice Institute. The curriculum will be the first comprehensive, written, standalone set of materials on these topics and will be made available to jurisdictions nationwide. For more information on this curriculum, please contact Margaret Griffin at (817) 540-2932 or visit the CSOM website at www.csom.org.

National policy and practice briefs are available through the **Center for Sex Offender Management** on a variety of topics including promising practices for the community supervision of the sex offender, juvenile sex offending behavior, building support for sex offender management, and the role of the victim advocate in sex offender management. For information on how to obtain these documents, contact Margaret Griffin or visit the CSOM website at www.csom.org.

The **Center for Sex Offender Management** also offers training and technical assistance to jurisdictions who have demonstrated their commitment to establishing effective supervision strategies for sex offenders and who want to explore further innovations in the implementation and delivery of those strategies. Contact Margaret Griffin or visit CSOM's web site at www.csom.org for more information on how your jurisdiction could be considered for training or technical assistance.

The **National Youth Court Center (NYCC)**, operated by APPA and funded by the Office for Juvenile Justice and Delinquency Prevention, will be conducting a national youth court conference in Albuquerque, NM on October 22-24, 2000. The conference will feature over 40 workshops geared to educating and building skills of adults and youth who work for or are involved in youth court programs. For more information contact Tracy Godwin at (859) 244-8215 or Mistene Vickers at (859) 244-8209.

A pilot training seminar on "Applying National Youth Court Guidelines on a Local Level" was held in Ft. Lauderdale, Florida on June 26-28, 2000. The **National Youth Court Center** conducted the pilot training to field test *National Youth Court Guidelines* that are expected to be published by October 2000. The guidelines offer information to assist jurisdictions

in developing effective youth court practices and programs. A minimum of four additional training seminars on the national guidelines will be conducted in the coming year. For more information on training opportunities and on how to order a copy of *National Youth Court Guidelines*, please contact Tracy Godwin or visit the NYCC's website at www.youthcourt.net.

A paper on the role of restorative justice in teen court programs is being developed as part of the **Implementing and Enhancing Teen Court Programs Project**, funded by the National Highway Traffic Safety Administration. For a copy of this paper, contact Tracy Godwin.

APPA presented three training seminars on implementing and enhancing juvenile holdover programs in Colorado Springs, CO on May 9-10; Albuquerque, NM on July 17-18; and Lexington, KY on August 7-8. These seminars were funded through a grant from the National Highway Traffic Safety Administration and the Office of Juvenile Justice and Delinquency

Prevention, **Juvenile Holdover Program Project**. In addition, a *Guide for Implementing and Enhancing Juvenile Holdover Programs* has been completed and is available for distribution. Contact Karen Dunlap at (859) 244-8211 for

information on how to obtain a copy of the *Guide* and on additional training and technical assistance opportunities related to juvenile holdover programs.

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 daily activities and your agency saves money when you consider costs involved with sending staff to training events outside your jurisdiction.

For example, at the request of the APPA Region 8 Representative, APPA developed and presented a one-day specialized training seminar on "Monitoring Sex Offender Use of the Internet – Effective Strategies for Community Supervision" on April 12, 2000 in Indianapolis, IN. The training was presented to probation, parole, and community corrections officers who supervise sex offenders. The training included consultants from the Center for Sex Offender Management, U. S. Customs, and KBSolutions, Inc.

Contact Karen Dunlap at (859) 244-8211 for information on how you can arrange for APPA to provide specialized training and technical assistance for your agency or jurisdiction! See page 17 for additional information.

APPA Grant and Special Project Staff

Contact	Project(s)	Phone	Email
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Linda Sydney	Substance Abuse Testing within the Juvenile Justice System, Offender Supervision	(859) 244-8192	lsydney@csg.org
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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:

Yolanda Swinford, APPA

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American Probation and Parole Association



Corporate Members

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.

Allvest Information Services

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TRAINING ANNOUNCEMENT

Professional Development Training

The American Probation and Parole Association Professional Development Program provides selected training and technical assistance opportunities for APPA members as well as the field of probation, parole, and community justice. APPA is looking for agencies, departments, states, regional areas, or conferences interested in coordinating training or technical assistance.

There are numerous ways to fulfill a training/technical assistance request at a reasonable cost. The total cost for the training can depend on a number of factors. APPA can develop and conduct the training without any assistance and charge a registration fee. APPA agency and individual members will receive a reduced rate for the training; however, should an agency or organization be willing to assist with providing various necessities for the training, the costs can be significantly reduced.

Remember APPA Training is:

- Accredited for Continuing Education
- Provided by Community Corrections Professionals
- Research-Based
- Specific to Community-Based Supervision
- Tailored to the Needs of the Community Justice Agency

For more information on the APPA Professional Development Program contact:

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Don't forget the APPA Website: <http://www.appa-net.org>
Click on Professional Development Program

Topics include, but are not limited to:

- ☐ Advances in Technology
- ☐ Assessment and Supervision of the Adult Sex Offender
- ☐ Assessment of Imminent Danger and Supervision Violent Adult Offenders
- ☐ Basic Field Officer Training
- ☐ Beyond Basic Safety Training
- ☐ Effective Case Supervision 201
- ☐ Developing Community Partnerships in Probation and Parole
- ☐ Cognitive-Behavioral Techniques for Probation and Parole Supervision
- ☐ Community Justice
- ☐ Coordinated Interagency Drug Treatment
- ☐ Implementation of Substance Abuse Testing Programs
- ☐ Intensive Probation Supervision
- ☐ Intervening in Family and Domestic Violence
- ☐ Involving Victims and the Community
- ☐ Legal Issues in Probation and Parole Case Management
- ☐ Liability Issues for Community Corrections Personnel
- ☐ Monitoring Sex Offender Use of the Internet
- ☐ Performance-based Measures
- ☐ Practicing Prevention: Moving From Your Office to the Community
- ☐ Promising Practices for Restitution and other Economic Sanctions
- ☐ Responding to Workplace Violence/Victimization
- ☐ Strategies for Dealing with Youth Gangs
- ☐ Survival Skills for Middle Managers
- ☐ Promising Victim-Related Practices in Probation and Parole
- ☐ Working with Resistive Offenders
- ☐ Working with Substance Using Offenders
- ☐ Working with Violent Juvenile Offenders

Spotlight on Safety

The APPA Health and Safety Committee reminds you to think about your health and safety in your working environment. Ask yourself the following questions about the safety of your office:

- Is my desk placed so I have at least equal access to my escape route should a confrontation occur;
- Is my desk free of items that can be used as a weapon, such as letter openers, pens, and staplers;
- Has my office developed a code word for summoning assistance when needed;
- Do I conduct a needs assessment at least annually to evaluate the safety of my office and then make the appropriate changes?

This tip is sponsored by the APPA Health and Safety Committee

American Probation and Parole Association



Associate Members

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

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PROJECT ANNOUNCEMENT

Implementing Effective Crime Prevention Practices and Programming

The American Probation and Parole Association is pleased to announce that it has recently received a grant from the U.S. Department of Justice, Office of Juvenile Programs, Bureau of Justice Assistance (BJA) to assist probation, parole, and community corrections professionals in exploring and embracing their place in primary crime prevention initiatives. The major product of this project will be a primary crime prevention curriculum that introduces the overarching concept of community justice and will explore how crime prevention activities are a natural fit in this proactive agenda.

The project will build upon and enhance the content and training methods of a curriculum initially developed by the APPA Prevention Committee, which contains representatives of the National Crime Prevention Council (NCPC), and the National Institute of Corrections (NIC) as members. After the curriculum is developed a pilot training will be conducted and the curriculum tested. Following final revisions and review, master copies of the curriculum will be disseminated for use by BJA, NIC, NCPC, and APPA.

Background

Probation, parole, and community corrections professionals are adept at developing community programs that provide intervention and advocacy for the offender and the offender's family. The primary objective of both adult and juvenile community correction initiatives in the past has centered around these activities. However, developing programs and initiatives that embrace and prevent crime before its onset, and crime prevention as a focus, are only more recently gaining wide attention. The challenge at this time is to think creatively about ways to incorporate crime and delinquency prevention into the activities of community corrections agencies. Shifting the historical paradigms of intervention, supervision and sanctioning to insure that crime prevention becomes a real part of the daily existence and proactive planning process is vital.

Probation and parole officers have unique capacities to access offenders, the power to intervene, and the knowledge of crime and community conditions. It is a natural responsibility for probation and parole professionals to lead, partner in, and contribute to local and national crime prevention efforts. The addition of crime prevention initiatives within community justice programming creates a proactive planning process rather than continuing the reactive process of the traditional criminal justice system.

Request for Information

The American Probation and Parole Association would appreciate receiving information from agencies that have implemented innovative primary crime prevention programs. Individuals with information and inquiries concerning this APPA project should contact:

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Accurate

Intensive Supervision Probation Selection: *Revisited*

ACCURATE SELECTION OF PROBATIONERS

for intensive supervision probation (ISP) is important for efficient management of departmental resources, while providing needed services and concurrently avoiding the provision of unnecessary services. The first step in accurately identifying those probationers that will benefit from ISP is accurate and reliable offender assessment (Fulton, Gendreau & Paprozzi, 1995). Nebraska's Probation Department took this first step by evaluating their ISP offender selection worksheet, a variation of the Wisconsin Risk and Needs Rating Form. In addition to the ISP selection worksheet, self-report tests were used to determine the severity of attitudinal and behavioral variables important to ISP selection and recidivism. Measurements of severity and recidivism often dictate treatment, intervention and services needed. This information gives management what they need to match appropriate levels of supervision and to allocate resources. The purpose of this study was to determine the optimal combination of worksheet variables for ISP selection. Statistical analyses identify those variables that contribute to accurate ISP selection. This statistical method for ISP selection is cost effective, time efficient and accurate.

The four different automated (computer scored) offender assessment instruments or self-report tests administered with the Nebraska ISP worksheet include, the Driver Risk Inventory II which is used to screen DUI offenders, SAQ-Adult Probation III which evaluates adult probationers, the Domestic Violence Inventory which assesses domestic violence perpetrators, and the ACDI-Corrections Version II which is used for juvenile

offender screening. These tests provide objective and standardized assessment – a necessary prerequisite for accurate, reliable and valid ISP selection and recidivism prediction. Thus the measurement, prediction and selection cycle is basic to ISP selection.

Method

Four different offender groups were used in this study. Each offender was administered a self-report offender assessment test and staff completed an ISP offender selection worksheet for each offender. The ISP worksheets and assessment instruments were completed as part of normal offender processing procedures. The offender groups and the assessment instruments or tests used were as follows: 1) DUI offenders completed the Driver Risk Inventory II (DRI); 2) adult offenders were given the SAQ-Adult Probation III (SAQ); 3) juvenile offenders took the ACDI-Corrections Version II (ACDI); and 4) domestic violence offenders completed the Domestic Violence Inventory (DVI). A fifth group of sex offenders was given the Sexual Adjustment Inventory (SAI) but there was insufficient data to analyze. Consequently the SAI test data was not included in this study.

Information from both the worksheets and assessment tests were combined for the predictions of behavioral factors that include violence, driver risk and adjustment. These predictions were selected because they represent the attitudes and behaviors believed important in ISP offender selection and predicting change. The method used was multiple regression analysis, which determines the factors that contribute to accurate prediction. In effect, each offender is given a score. These scores are then used to set cutoffs for ISP selection. For example, if an offender's score is above the threshold they are selected for ISP.

The accuracy of the predictions is represented by the Multiple R coefficients. This coefficient ranges from 0 for no prediction to 1 for perfect prediction. Multiple R coefficients of .7 or higher would be outstanding. Statistical reliability (coefficient alpha) was also measured for each scale of the assessment tests. For simplicity, the results for each offender group are presented separately.

Results

The Driver Risk Inventory II (DRI) was administered to 130 DUI offenders. There were 110 males (85 percent) and 20 females (15 percent). The DRI-II is specifically designed for DUI offender screening and contains five measures or scales. The scales and their obtained reliability coefficients are truthfulness (.86), alcohol (.95), driver risk (.81), drugs (.91) and stress coping abilities (.93). For this offender group the prediction of interest for ISP DUI offender selection is driver risk. The DRI-II Driver Risk Scale is a measure of aggressive and irresponsible driving behavior. This prediction was much more accurate (Multiple R = .894, $p < .001$) than criminal history predictions. The driver risk prediction shows that the following factors are important for ISP DUI offender selection: adult imprisonment, DUI arrests in the last five years, number of moving violations in the last five years, moving violations in one's lifetime, number of at-fault accidents in the last five years, number of parole revocations, DRI-II Truthfulness Scale scores and the DRI-II Alcohol Scale scores.

The SAQ-Adult Probation III (SAQ) was administered to 467 adult offenders, 367 males (79 percent) and 100 females (21 percent). The eight scales of the SAQ and their reliability coefficients are truthfulness (.87), alcohol (.95), drugs (.93), antisocial (.82), aggressivity (.86), violence (lethality) (.85), resistance (.84) and stress coping abilities (.92). Prediction of the SAQ Violence Scale was made. The SAQ Violence

Scale is a measure of offender potential for violence (lethality) and dangerousness toward self and others. The results show that, like the DRI-II, these SAQ predictions were highly accurate. The prediction of the SAQ Violence Scale had a Multiple R of .893, significant at the $p < .001$ level. This is a very impressive prediction and it shows that the SAQ is a very accurate offender risk/need assessment test. The prediction of SAQ Violence Scale score shows that the following factors are important for ISP offender selection: number of parole revocations, age at first arrest, times sentenced to prison, number of DUI arrests, number of felony arrests, number of probation revocations, SAQ Alcohol Scale scores, SAQ Drugs Scale scores, SAQ Antisocial Scale scores, and SAQ Aggressivity Scale scores.

The ACDI-Corrections Version II was administered to 970 juvenile offenders, 772 males (80 percent) and 198 females (20 percent). The six scales of the ACDI and their reliability coefficients are truthfulness (.84), alcohol (.90), adjustment (.83), drugs (.89), distress (.88) and violence (.83). The prediction of ACDI Violence Scale was made. The results show that, even with juvenile offenders predictions are extremely accurate. The prediction of the ACDI Violence Scale for juvenile offender ISP selection (Multiple R = .867) contains the following factors: age at first arrest, times in juvenile confinement, juvenile court hearings, adult imprisonment, prior violent felony convictions, alcohol arrests, misdemeanor convictions, felony convictions, probation, parole, total number of arrests, ACDI Alcohol Scale scores, ACDI Adjustment Scale scores, ACDI Drugs Scale scores, and the ACDI Distress Scale scores.

The Domestic Violence Inventory (DVI) was administered to 226 adult domestic violence offenders, 205 males (91 percent) and 21 females (9 percent). The six scales of the DVI and their reliability coefficients are truthfulness (.87), control (.83), violence (.90), alcohol (.95), drug (.92) and stress coping abilities (.93). The prediction of DVI Violence Scale (Multiple R = .938, $p < .001$) was the highest of all of the predictions. The prediction of the DVI Violence Scale score was extremely accurate. This prediction identified the following factors for domestic violence offender ISP selection: prior violent felonies, age at first conviction, prison sentences, domestic violence arrests, assault arrests, misdemeanor convictions, felony convictions, times on probation, number of parole revocations, DVI Alcohol Scale scores, DVI Control Scale scores, and DVI Stress Coping Abilities Scale scores.

Discussion

The results of this study demonstrate that accurate ISP offender selection can be achieved through the combined use of criminal history information and behavioral factors from offender assessment instruments or tests. All four tests (DRI-II, SAQ, ACDI and DVI) were extremely accurate in identifying those factors that are important for ISP offender selection. Statistical reliability measures show that the four assessment tests are highly reliable. All coefficient alphas are well above the accepted .80 level.

Each offender assessment test identified many factors that were specific to that offender group. For the DUI offenders group, the most important factors that contributed to the predictions of driver risk were, DUI arrests in the last five years, moving violations in the last five years, at-fault accidents in the last five years and DRI-II Alcohol Scale scores. The three factors most important for predicting violence of domestic violence offenders were, DVI Control Scale scores, assault arrests and domestic violence arrests. For adult offenders, the three factors which contributed the most to predictions of violence were, SAQ Aggressivity Scale, SAQ Antisocial Scale and felony arrests. For juvenile offenders,

predictions of violence found the following three factors were important, ACDI Adjustment Scale scores, age at first arrest and misdemeanor arrests. These results show that the right information is contained in these tests to make accurate ISP selection predictions.

Comparing ISP selection factors across offender groups, there were five factors that were common to at least three of the tests. These common factors were: age at first arrest, adult imprisonment, felonies, parole revocations and Alcohol Scale scores. These factors are consistent with previous research that also found age at first arrest and conviction history to be important risk factors.

Implementation

Having identified the important factors for accurate ISP offender selection, the next step would be to identify the ISP target population. The prediction equations give each offender a score. A workable solution for determining which offenders should be placed in ISP is to establish which scores are used for ISP selection. A simple approach is to first obtain a cumulative percent distribution of scores. To implement an ISP selection procedure a decision is made for the threshold score for ISP inclusion as well as for the upper cutoff score. For example, scores associated with the 70th percentile could be used for the threshold score and scores at the 92nd percentile could serve as the upper cutoff. Offenders who scored below the 70th percentile would be classified for regular probation. Those offenders scoring from the 70th percentile to 92nd percentile (22 percent of all offenders tested) would be admitted into the ISP program. The top 8 percent of offenders screened would not qualify for ISP acceptance because of the severity of their score. These individuals would be individually reviewed for intensive intervention, incarceration or treatment.

The percentage of offenders selected for ISP could be adjusted

upward or downward by simply lowering or raising the cut-off scores. If more offenders are to be selected for ISP inclusion then the threshold could be lowered to the 65th percentile for instance. This would allow another 5 percent or a total of 27 percent of offenders would be placed in ISP. Likewise, if fewer offenders selected for ISP were desired then the threshold for inclusion could be raised to the 75th percentile. The advantage of this method is that the percentages of offenders that are selected for ISP is known ahead of time. The actual percentage of offenders placed in ISP is a cognitive one.

Research has shown that lower risk offenders can be assigned to the least restrictive correctional settings (Andrews, et al., 1990). Furthermore, recent research has shown that low risk offenders who receive programming have a higher likelihood of re-offending (Carey, 1995). Placing a low risk offender in ISP would waste limited resources because these offenders are not likely to re-offend and return to the criminal justice system. At the other end, there are serious offenders (extreme cases) who would not be appropriate for ISP. They warrant individualized and often more intensive treatment services. Therefore, the ISP selection process involves a rational decision of the threshold for inclusion to ISP as well as what an upper cutoff should be. These thresholds for ISP inclusion were established for the four tests (DRI-II, SAQ, DVI & ACDI) used in this study. Studies have shown that correctional intervention such as ISP does work with proper selection (Gendreau, 1994). Such intervention reduces recidivism by 15 percent on average (Carey, 1997).

This study demonstrates that both criminal history information and offender risk/need assessments are important for accurate ISP target population identification. The logical final step in the ISP offender selection process is the automation of a combined ISP offender worksheet and offender risk/need assessment instrument or test. This was done for all four of the tests (DRI-II, SAQ, DVI and ACDI) used in this study.

Incorporation of the best ISP offender worksheet items into the computer scoring procedure completes the ISP offender selection process for the tests represented herein. The best features of the ISP offender selection worksheet were kept to maintain continuity and for research purposes. Automating the worksheet and including the items that contribute most to selection and prediction in the modified tests benefits staff by eliminating hand scoring (improving accuracy), requiring less staff time, while providing computer generated reports (objective assessment) on-site.

Nebraska Probation has made great strides toward improving their ISP offender selection process. Predictions make possible an objective means of quantifying offender risk for ISP selection. Offender assessment tests now enable highly accurate predictions for ISP offender selection. The Driver Risk Inventory II accurately predicts DUI offender driver risk. The SAQ-Adult Probation III accurately predicts violence or lethality in adult offenders. The ACDI-Corrections Version II accurately predicts violence in juvenile offenders. The Domestic Violence Inventory accurately predicts violence in domestic violence offenders. This study helps achieve several objectives, accurate ISP offender

“The results of this study demonstrate that accurate ISP offender selection can be achieved through the combined use of criminal history information and behavioral factors from offender assessment instruments or tests.”

selection, enhanced program efficiency, maximizing department resources and concurrently provide for reduction of recidivism.

Conclusions

Accurate ISP offender selection has been achieved by combining the strengths of Nebraska Probation Department's existing risk and needs worksheet with selected criminal court history and an automated assessment instrument or test. Variables such as test scale scores contribute significantly to this selection process. This research demonstrates how relevant court history, psychometrics and cognitive (criminogenic) factors can be combined into a self-report assessment instrument or test. The four tests used in this study (DRI-II, SAQ, DVI and ACDI) were shown to accurately predict offender violence, driver risk and adjustment. These predictions involved combinations of criminogenic needs variables such as alcohol abuse, antisocial attitudes, adjustment, control, driver risk and criminal history such as age at first arrest, probation and parole revocations. These results help establish procedures accurately identifying ISP target populations.

Automating the ISP offender selection procedure aids in the selection process, enhances its efficiency and prediction validity. The offender assessment tests were highly reliable. All reliability coefficients were well above the accepted level of .80. The very high predictions (Multiple R) establish the validity of the assessment tests. These results strongly support the reliability, validity and accuracy of the four assessment tests: DRI-II, SAQ, DVI and ACDI.

Another product of this research has been the development of two concise structured interview forms (adult and juvenile) that augment test results with additional cognitive and criminogenic information. The Automated Criminogenic Structured Interview can supplement violence predictions, whereas the Juvenile Violence Interview can enhance violence predictions for juvenile offenders.

In conclusion, an objective approach was taken to review Nebraska

Probation Department's ISP selection process. Existing selection procedures (Nebraska's risk and needs selection worksheet) and established self-report tests were studied, with the intent of identifying factors contributing most to ISP selection and violence as well as recidivism prediction. These factors were identified and incorporated in updated automated self-report tests. Advantages include more accurate assessment, improved prediction, reduced staff time, and a built-in database for future research.

Program research and development is an ongoing process. Offender risk/needs assessment must be amenable to change. Research in this area is encouraged and emphasis should be placed on identifying factors that contribute to accurate risk/needs assessment while enhancing treatment effectiveness. The goal is to promote positive change in offender behavior while concurrently reducing recidivism.

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Juvenile Probation on the Eve of the N

BY RONALD P. CORBETT JR.

JUDGE JUDITH SHEINDLIN, supervising judge for the Manhattan Family Court, published in 1996 her perspective on the state of affairs in juvenile justice, titled *Don't Pee on My Leg and Tell Me It's Raining*. Judge Sheindlin's views, graphically implied in the title, include a repudiation of the social causation approach to juvenile delinquency and a call for a return to an ethic of self-discipline and individual accountability. From the vantage point of over twenty years experience as a juvenile judge, Sheindlin sees a system that can "barely function" (p.5), trading in empty threats and broken promises. Juvenile courts in her view have avoided assigning blame for wrongdoing and have thereby encouraged a lack of individual responsibility, leaving young offenders with ready excuses for their predatory behavior and completely without fear of any consequences. The system must "cut through the baloney and tell the truth," starting with the "total elimination of probation" (p.61) in favor of a greater reliance on police surveillance and increased incarceration.

While more extreme than most, Sheindlin's damning critique of the juvenile justice system is of a piece with a number of recent treatments of the system, both journalistic and academic. A brief synopsis of each suggests a system in a severe state of crisis:

- In *No Matter How Loud I Shout*, Edward Humes (1996), a Pulitzer prize winning author, presents an inside view of the workings of the Los Angeles Juvenile Court. Describing the system generally as "broken, battered and outgunned" (p.371), Humes echoes Sheindlin's theme of a widespread sense of immunity among juvenile offenders, perpetuated by a system that dispenses wrist slaps and apple bites in lieu of real sanctions. Facing continuous delays instead of prompt justice, and infrequent phone contact from probation officers instead of the close supervision needed, the young offenders in Los Angeles quickly learn that they are beyond the reach of the law:

That's how the system programs you. They let you go and they know that just encourages you, and then they can get you on something worse later on. It's like, they set you up. Of course, I'm to blame, too, for going along with it. I didn't have to do those things, I know that. But the system didn't have to make it so goddamn easy (Humes, 1996, p.333).

- In *The State of Violent Crime in America* the first report of the newly formed Council on Crime in America (1996), the juvenile system is portrayed as a revolving door where again the theme of the lack of consequences and the consequent emboldening of young offenders is struck. Chaired by former Attorney General Griffin Bell and well-known conservative intellectual William Bennett, the report illustrates the success of one jurisdiction (Jacksonville, Florida) with the increased use of adult punishments for serious juvenile offenders and generally calls for a sober realization that the juvenile justice system's traditional reliance on treatment interventions must give way to strategies based on incapacitation and punishment.
- Finally, in *Screwing the System and Making It Work*, an ethnographic study of an unnamed juvenile court system, sociologist Mark Jacobs (1990) depicts a system whose principle intervention—community supervision—is demonstrably failing and whose state of disorganization and administrative weakness undermines any

attempt at effective solutions. The few successes that Jacobs finds are accomplished in spite of the system by creatively evading the rules and regulations which otherwise frustrate all reasonable efforts. In the end, Jacobs concludes that the juvenile justice system fails because it attempts to solve problems of social breakdown through the largely ineffectual means of individual treatment plans.

Even granting that exposes will always earn publication more quickly than positive coverage, these four notable publications have such convergent findings that a conclusion regarding a crisis state for juvenile justice generally and juvenile probation specifically, seems inescapable. What then should be done? What initiatives might be undertaken in probation that would set juvenile justice on a more promising course, earning it back a measure of public trust and genuine impact on the lives of young offenders? This article will attempt an answer to those questions by first reviewing the scope of the work of juvenile probation and current trends in juvenile crime, then reviewing what has been learned about successful correctional interventions and how those lessons can be applied to juvenile probation, concluding with an examination of a new model for juvenile justice that can incorporate the findings of research in a context that values the rights and expectations of offenders, victims and society.

Juvenile Probation in the United States

In a review of juvenile probation nationally published in March 1996 by the Office of Juvenile Justice and Delinquency Prevention, Torbet reports an annual caseload of nearly 1.5 million delinquency cases, resulting in some 500,000 juveniles under probation at any one time. Juvenile probation officers have caseloads averaging 41 offenders, with much higher numbers typifying urban locations.

Duties of juvenile probation officer are multiple but chiefly fall into the following three categories:

- **Intake, Screening and Assessment**—Juvenile probation officers are charged with the responsibility in many jurisdictions of determining which juveniles under arrest will proceed to a formal court process or instead be diverted to an informal process, if the offense involved is minor. In making this recommendation, the officer will obtain from the offender, his/her family and any social agencies involved with the juvenile at least a threshold amount of current status and background information involving such factors as school attendance, behavior at home and in the community, family relationships, peers, etc. A great deal of emphasis in screening will be placed on the

circumstances of the offense and the previous record, if any. In addition to recommending for or against diversion, this intake process will yield pertinent information for the juvenile judge to utilize in making decisions regarding detention, bail, conditions of release, appointment of counsel and other matters.

- **Pre-Sentence Investigations**—Probation officers play a crucial role in determining the most appropriate sentence or disposition to be imposed on the juvenile before the court. In preparing such reports, probation officers will begin by expanding information gathered at intake as well as reaching out to other officials, treatment personnel and family that may have useful information or perspectives bearing on the issue of an appropriate disposition. Pre-sentence reports will typically include as major sections a detailed examination of the facts and circumstances surrounding the offense and the juvenile's role in the incident; an elaborate social history, including any professional evaluations undertaken at the request of the court or the family; a summary of the impact of the delinquency on the victim(s) and their views regarding an appropriate disposition; and a discussion of the elements of an ideal disposition, including the alternatives available along with the probation officer's recommendation (National Center for Juvenile Justice, 1991).
- **Supervision**—The bulk of the work of juvenile probation officers is consumed in supervising youth placed by the courts on probation. This supervision includes both direct and regular contact with the offender (where resources permit) as well as collateral work with parents, schools, employers and agency personnel. It is the probation officer's responsibility to enforce the orders of the court in the form of victim restitution or curfews, to oversee the activities of the offender as much as possible, to uncover any lapses in behavior or company, and to insure that the juvenile takes advantage of all opportunities for addressing personal problems such as substance abuse or school failings. While the ideal is to insure full compliance with all the conditions of probation and to see that the juvenile leaves probation better equipped for a law abiding life than when supervision began, probation officers must also respond quickly to non-compliance and must move for revocation of probation and a more serious sentence when circumstances warrant.

In discharging this core function of supervision, effective probation must play many roles—police officer, counselor, family therapist, educator, mentor and disciplinarian. It is the successful juggling of these multiple

“Trends within the juvenile probation system are ominous. The number of delinquency petitions increased 23 percent between 1989 and 1993, leading to a 21 percent increase in probation caseloads.”

roles, assessing which is most appropriate in a given situation, that leads to the most effective practice.

Recent Trends

Trends within the juvenile probation system are ominous. The number of delinquency petitions increased 23 percent between 1989 and 1993, leading to a 21 percent increase in probation caseloads. At the same time, there has been no concomitant increase in resources provided to the juvenile courts, though the public demand for accountability and hard-nosed, intensive treatment of juveniles before the court has become most pronounced (Torbet, 1996).

More worrisome still is the worsening profile of the juveniles coming before the court. Even though most youth placed on probation are adjudicated for property offenses, the percent placed on probation for violent offenses has increased significantly in the last years. In 1989, 17 percent of those youth on probation were adjudicated for violent offenses; by 1993, that percentage had increased to 21 percent, which translates into nearly a 25 percent growth in the proportion of violent offenders on juvenile probation (Torbet, 1996).

This trend has changed the character of probation work for many juvenile officers, who now must reckon with safety issues of a new dimension. A Justice Department survey found that one-third of officers polled had been assaulted in the line of duty and that 42 percent reported themselves as being either usually or always concerned for their safety (Torbet, 1996).

This problem is amplified by the generally held view that today's juveniles have a degree of unprecedented cold-bloodedness and remorselessness. While difficult to quantify in terms of traditional research, it has been this author's experience that, pervading discussions within both probation and police circles, has been the theme of a growing and alarming lack of concern and emotion among young offenders for both the consequences to their victims or even themselves of their involvement in serious violence. This is the new face of juvenile crime and it is a major departure from past experience, leaving few reliable blueprints for action available to concerned officials. In this connection, James Q. Wilson, a professor of public policy at UCLA has referred to "Youngsters who afterwards show us the blank, unremorseful stare of a feral, presocial being" (as quoted in DiIulio, 1996).

The Coming Plague - Juvenile Violence

In a column appearing in the New York Times in the summer of 1996, Princeton criminologist John DiIulio described the juvenile violence problems as "grave and growing" (p.A15). The following trends underline DiIulio's concern and provide further evidence of an explosion of juvenile violence that has the potential to overwhelm America's big cities.

- The number of juveniles murdered grew by 82 percent between 1984 and 1994;
- While most trends in adult arrests for violent crime are down since 1990, juvenile arrests for serious violence increased 26 percent by 1994, including a 15 percent increase in murder;
- Juvenile arrest rates for weapons violations nearly doubled between 1987 and 1994;
- In 1980, the number of juveniles murdered by firearm was 47 percent. By 1994, that percentage had increased to 67 percent (Snyder, et al., 1996).

Researchers have been able to attribute the greatest part of the increase in juvenile homicides to firearm related murders. Al Blumstein (1996) has offered an analysis of this increase that traces its origins to the emergence of the crack cocaine trade in the mid 1980s and the acquisition of firearms that was a unique aspect of that emerging criminal enterprise. Young people who obtained guns originally for business purposes would also have them available in the event of other, more conventional types of conflicts among youth. The wider circulation and possession of firearms by the "players" caused other youth not involved in the drug trade to pick up guns for self-protection, as they did not wish to leave themselves at a tactical disadvantage.

Related research confirms that though firearm related deaths among youth may be commonly seen as related to drug trade, in fact most such homicides are a byproduct of a violent argument rather than an event occurring during the commission of a crime (Pacific Center, 1994). It becomes plain then that strategies to reduce the most serious juvenile crime must address the issue of reducing gun possessions, an issue to be taken up later in this paper.

Two additional observations help frame in the future of juvenile violence. It is commonly accepted that rates of juvenile crime, including violence, are driven by a demographic imperative. That is, as the number of people in the crime-prone age bracket—the teens and early twenties—ebbs and flows, so generally does the crime rate (Fox, 1996). The bad news in this respect is that America is entering a 10-15 year span when the crime-prone age cohort will increase substantially. For example, by the year 2000, there will be a million more people between the ages of 14-17 than there were in 1995, of which roughly half will be male (Wilson, 1995a). By the year 2010, there will be 74 million juveniles under age 17 (DiIulio, 1996). These estimates have left DiIulio and others to project that juvenile participation in murder, rape and robbery will more than double by 2010.

However, the most recent data, while limited, is promising. During 1995, for the first time in ten years, the rate of juvenile homicide decreased for the second year in a row, by 15.2 percent (Butterfield, 1996). In a report issued by the U.S. Department of Justice, data gathered by the FBI revealed that the juvenile homicide rate, which reached an all time high in 199, declined over the following two years by 22.8 percent. While a two year trend is certainly encouraging, it is too soon to predict that the demographical forecast is inoperative. Murders by young people are still alarmingly high and, as the number of teenagers increases over the next several years, it will take hard work and good fortune to sustain the currently hopeful trend.

Lessons Learned About Effective Interventions

While one could hardly guess it from the current tone of relentless punitiveness pervading the debates on criminal justice policy, there has been a near exponential increase over the last 15 years in what is known with some significant confidence about the characteristics of effective correctional interventions. While the amount of public funds devoted to criminal research pales in comparison with that devoted to other forms of basic research (e.g., health issues), researchers have nonetheless made important advances in our understanding of the ingredients necessary to purposefully impact criminal and delinquent career (Petersilia 1990).

Canadian criminologists Don Andrews and Paul Gendreau have been at the leading edge of this research. By employing the relatively new statistical technique of meta-analysis, which allows for combining the results of multiple studies of a similar type to test the aggregate strength of a given intervention, Andrews and Gendreau (1990) have been able to identify key factors that can be utilized in the construction of

correctional programs, factors which when used in combination can reduce recidivism by as much as 50 percent. Their research looked equally at juvenile and adult programs and found commonalities across the two groups. Effective programs had the following features:

- They were intensive and behavioral. Intensity was measured by both the absorption of the offenders daily schedule and the duration of the program over time. Appropriate services in this respect will occupy 40-70 percent of the offenders time and last an average of six months. Behavioral programs will establish a regimen of positive reinforcements for pro-social behavior and will incorporate a modeling approach including demonstrations of positive behavior that offenders are then encouraged to imitate;
- They target high risk offenders and criminogenic needs. Somewhat surprisingly, effective programs worked best with offenders classified as high-risk. This effect is strengthened if the program first identifies the presence of individual needs known to be predictive of recidivism (e.g. substance abuse, poor self control) and then focuses on eliminating the problem. Targeting needs not proven to be related to criminal behavior (e.g. self-esteem) will not produce favorable results;
- Treatment modalities and counselors must be matched with individual offender types, a principle Andrews and Gendreau refer to as "responsivity." The program approach must be matched with the learning style and personality of the offender - a one-size-fits-all approach will fail. Taking care to compare the style of any therapist/counselor with the personality of the offender (e.g., anxious offenders should be matched with especially sensitive counselors) also is critical;
- They provide pro-social contexts and activities and emphasize advocacy and brokerage. Effective programs will replace the normal offender networks with new circles of peers and contacts who are involved in law abiding lifestyles. Success will be enhanced by aggressive efforts to link offenders with community agencies offering needed services. Most offenders will be unfamiliar with strategies for working the community and effective programs can serve as a bridge to facilitate a kind of mainstreaming of offenders (Gendreau, 1996).

Lipsey (1991) undertook a mega-analysis of some 400 juvenile programs and reached findings similar to those of Andrews and Gendreau. Lipsey's findings are impressive due to the much greater number of programs included in the analysis and the fact that he restricted his study to juvenile programs. In addition to those findings that parallel earlier results, Lipsey further discovered that skill building programs and those that were closely monitored, usually by a research team, for program implementation and integrity, were successful.

Effectiveness of Specific Programs

Traditional Probation

Despite the fact that it is clearly the treatment of choice for most juvenile offenders, there has been amazingly little major research on the effectiveness of regular probation (Clear and Braga, 1995). Targeted at only a small percentage of the overall probation population, researchers' monies and efforts have more commonly been devoted to more recent innovations such as intensive supervision, electronic monitoring or boot camps.

One noteworthy exception to this trend is a study published in 1988 by Wooldredge, in which he analyzed the impact of four different types of dispositions—including traditional probation—imposed by Illinois juvenile courts. This study of the subsequent recidivism of over two thousand delinquents found that lengthy probation supervision if combined with community treatment had the greatest effect in suppressing later recidivism, particularly when compared with incarceration or outright dismissal. Wooldredge concludes as follows:

"While it appears that 'doing something' is [usually] better than 'doing nothing' for eliminating recidivism, this study suggests that differences in 'something' may also yield differences in recidivism rates. Specifically, two years of court supervision with community treatment is superior to any other sentence examined in this study for eliminating and [delaying] recidivism. On the other hand, sentences involving detention should be carefully considered in relating the types of delinquents they may be effective on" (Wooldredge, 1988, pp.281, 293).

Juvenile Intensive Supervision

The concept of intensive probation supervision (IPS) was one of a new generation of strategies to emerge from the intermediate sanctions movement. First developed for adult offenders, IPS programs were intended to both provide an alternative to incarceration for appropriate offenders as well as to enhance the impact of supervision on high-risk probationers.

The concept spread to the juvenile domain quickly and spawned similar experimentation, though not nearly on the same scale as the adult programs. The program models emphasized reduced caseloads and, in contrast to similar efforts in the 1960s, put a premium on closer surveillance and monitoring, with reduced attention to treatment (Armstrong, 1991).

As with so much else in the juvenile correctional field, little reliable scientific evidence is available on program impact. The National Council on Crime and Delinquency (NCCD) undertook in the late '80s a review of some 41 programs and found that evaluative data of program sites was "generally nonexistent" (Krisberg, et, al. 1989, p. 40). A similar conclusion was reached by Armstrong (1991) who found only five scientifically acceptable program evaluations and further criticized the absence of any apparent theoretical base for the programs.

Though useful research on juvenile IPS program is scarce, two studies produced at least minimally reliable results. In the New Pride Replication Project conducted between 1980 and 1984, ten newly established juvenile IPS programs located in both medium and large cities. The program, comprised of two six-month phases, was the first involving nearly daily contact which gradually decreased during the second phase. The programs supplemented this intensive supervision with heavy doses of alternative schooling, vocational training and job placement.

After gathering three years of outcome data, findings revealed no significant differences between the experiment and control groups (Palmer, 1992). A similar study by Barton and Butts (1990) on three juvenile IPS programs using random assignment found comparable results, though it was asserted that the IPS cost less than one-third the expense of incarceration.

More recently, an experiment was undertaken by the Toledo Juvenile Court in using IPS as a diversion from commitment to the state youth authority. Employing a mix of surveillance and treatment techniques, the program extended over six months and the research employed an 18 month follow-up period. Results found that there was no difference in subsequent recidivism between the IPS youth and a matched group

committed to the Ohio Department of Youth Services. Researchers concluded that the IPS program posed no greater threat to public safety, at approximately 20 percent of the cost of incarcerating the same youth (Weibush, 1993).

Violent Offenders

In light of the prospect of a growing number of violent juveniles, information specific to intervening with this particular offender is especially critical. Recent research includes one major evaluation of intensive supervision for violent juveniles, though it must be said that this program *followed* commitment to a small, secure juvenile facility for subsequent stays in community programs for several months. Consequently, it would be difficult to compare the population and prior experience to that of most juvenile probationers. The supervision focused on job placement, education, and to some lesser extent, family counseling and peer support.

In a two-year follow-up measuring for subsequent felony or violent arrests, no significant differences were found between program youth and a control group who were institutionalized for eight months and then placed on standard juvenile parole. Some evidence was found that sites which had stronger and/or consistently implemented treatment components produced better results (Palmer, 1992).

Juvenile Boot Camp

Boot camps have become a popular option on the continuum of sanctions for adult offenders so—as with IPS programs—it is not surprising that juvenile agencies have implemented their own versions. Such programs emphasize strong discipline, modeled on military programs and a strict physical conditioning regimen. The typical program is aimed at non-violent offenders, and involves a three month commitment followed by after-care (Peterson, 1996).

In 1992, the U.S. Justice Department's Office of Juvenile Justice and Delinquency Prevention (OJJDP) funded three new juvenile boot camps and undertook impact evaluations. The subsequent reports included the following findings:

- most participants completed the program;
- academic skills were significantly improved;
- a significant number of participants found jobs during aftercare; and
- no reduction in recidivism was found compared to a control group of youth who were institutionalized or placed on probation. (Peterson, 1996).

How Intensive is Intensive?

All of the programs reviewed above represent the characteristic efforts at recent reform in juvenile corrections and are alike in their emphasis

on increased oversight of offenders, coupled in some instances (the more effective experiments) with increased rehabilitative services. They are also alike in having largely failed by the most important measure - recidivism.

Why has there been so little success? Ted Palmer, arguably the Dean of research in juvenile corrections, argues that there “intensive” programs have not been intensive enough, in light of the multiple needs presented by high risk offenders:

“...given the interrelatedness of most serious, multiple offenders' difficulties and deficits, it is perhaps overly optimistic to expect fairly short-term programs to help most such individuals sort out and settle these matters once and for all, even if the programs are intensive.” (Palmer, 1992, p.112).

It may be that the system has been attempting to generate success on the cheap. To create expectations of turning very troubled youth from confirmed pathways of negative and predatory behavior—patterns developed over perhaps a decade of poor if not harmful rearing—through the application of concentrated service for a 6-12 month period, may be entirely unrealistic. To do the impossible, we have generally spent less than one-third the cost of institutionalizing these same youth.

Rather than congratulate ourselves for the short term cost savings represented by diversion from incarceration to an intermediate sanction, we should think of making a substantial investment in the near term—something, let us say, more equivalent to the cost of a year's incarceration—in order to increase the chances of long term significant savings represented by future imprisonments avoided. Americans, it has been often observed, are congenitally drawn to short-term strategies and addicted to quick returns on their investment. What has been found not to work in other domains (business, personal investment, etc.) may similarly prove self-defeating in juvenile justice.

Juvenile Transfer to Adult Court

One clear result of the growing violence committed by youth is an increased reliance on the “transfer” option—that is, the power of the system to move jurisdiction over juvenile offenders into adult court, to take advantage of the greater penalties available on the adult level. The popularity of the transfer option is reflected in both an increased number of cases where jurisdiction is waived (a 41percent increase from 1989-1993) as well as legislative reforms aimed at making waivers more automated than discretionary (Howell, et al, 1996).

Studies conducted on the comparative effectiveness of handling similar offenders in adult versus juvenile court give the advantage to juvenile court where recidivism is the measure. Most studies indicate that juveniles imprisoned in adult facilities were more likely to be arrested following release.

“Murders by young people are still alarmingly high and, as the number of teenagers increases over the next several years, it will take hard work and good fortune to sustain the currently hopeful trend.”

In the making of criminal or juvenile justice policy, frequently political and ideological considerations will over-ride (if not totally ignore) the available empirical data. The move to transfer a greater number of juvenile offenders to adult court is not likely to abate; it is a specific reform that has become captive of the “get tough” philosophy that unquestionably holds sway in the current climate.

Five Steps Toward a Reformed Juvenile Probation

#1 Let Research Drive Policy

Despite an ever-growing body of research relevant to the formation of criminal justice policy, it remains remarkable how little empirical findings inform the design of programs in juvenile justice. As a result of this rather willful ignorance, the juvenile probation field can be found to embrace existing models for intervention (e.g. juvenile IPS) with scant if any evidence that such models work (Blumstein and Petersilia, 1995).

The field too often becomes enthralled by the latest fad and rushes to adopt it, irrespective of the evidence that it has or can work. Finkenauer (1982) has referred to this as the “panacea phenomenon” and it seems no less common fifteen years after he first identified this tendency.

This myopia on the part of correctional administrators has multiple explanations. Practitioners typically value the wisdom imparted by experience more than that contained in criminological journals. They prefer to consult their own intuition and gut instincts, more than any hard data. Secondly, the pertinent research is not as accessible as it might be. This is a product of the conventions of the academy, which rewards publication in criminological journals more so than writing done for the publications practitioners would read or consult. Thirdly, administrators and policy makers live and work in a politically charged atmosphere where consideration of “what works” is only one of the relevant considerations in developing policy. In the administrator’s world, that which is congruent with the current political climate may indeed depart from what makes sense empirically.

Even allowing for the burden to survive the ideological wars, juvenile probation administrators could do a much better job of incorporating a research perspective into their decision making. This research-sensitive approach would take two forms: first, managers must realize that policy rarely needs to be created in a vacuum; that is, in setting policy in any particular direction, there will usually be some data bearing on the decision to be made. Becoming familiar with the techniques for adequately researching the literature and accessing the federal information services is crucial, which implies the staffing of at least a modest research division.

Secondly, all new initiatives should include a strong evaluation component. We have missed opportunities to learn from much previous experimentation because data was not kept in a way that facilitated any useful analysis (Palmer, 1992). All new programs should be seen as experiments, with clearly demonstrated time lines and methodologies for assessing impact. Juvenile probation agencies must become “learning organizations” (Senge, 1990) in which no course of action becomes institutionalized until its value is proven and feedback loops become a regular feature of the informational architecture of an agency.

Instead of viewing decisions about future programs as primarily a choice between hard or soft, tough or lenient, probation administrators should train themselves to think more in terms of smart versus dumb. “Smart” programs are those built on existing research with strong evaluation components. While not all programs sponsored by juvenile probation must meet this test absolutely (restitution programs are vital, irrespective of their impact on recidivism), juvenile probation will gain in credibility and impact as it gets “smarter.”

#2 Emphasize Early Intervention

If juvenile probation were analogized to an investment strategy, the enterprise would be facing bankruptcy. In many respects, resources are allocated to that area (older, chronic offenders) where they are least likely to gain an impressive return. First offenders, by contrast, are all but ignored. Demonstrated incapacity for reform—not amenability to change—is what earns attention from the system. That must change.

Much has been learned in the past twenty years about the early precursors for chronic delinquency (Greenwood, 1995). We have learned for example, that children whose parents are cold, cruel and inconsistent in their parenting skills are at greatly increased risk for becoming enmeshed in the juvenile justice system.

So what? Is there anything that can be done about it? Yes! Models have been developed that work dramatically in training parents to more effectively supervise their own children themselves, reducing significantly their later delinquencies. In a report released in the spring of 1996, Rand Corporation researchers identified this form of parent training as being among the two or three most cost-effective strategies in terms of reduction in crime and delinquency (Greenwood, et al., 1996). An elaborate and highly tested model for this training, developed by the Oregon Social Learning Center, has been supported by repeated evaluations (Wilson, 1995b).

One collateral finding from this research, in fact from nearly all research on prevention, is that intervening earlier (in or before the primary grades) yields stronger results. Most delinquents enter the juvenile court in their early teens. Can they be reached earlier?

Quite apart from what schools and other communities can do with younger children, juvenile courts have access to young children encountered either as the subject of abuse and neglect petitions or as younger siblings of older delinquents. By reconceptualizing their mandate as intervening with families instead of solely with the convicted juvenile, courts can truly enter the prevention business in a viable way. The Rand report strongly suggests that a small amount spent on young children and their families earlier can save much more substantial costs later.

Intervening aggressively with abusive families would very likely repay itself many times over. Juveniles found guilty of the more serious crimes typically have long histories of abuse. A National Institute of Justice study found that an abused or neglected child has a 40 percent greater chance of becoming delinquent than other children (DiIulio, 1996).

Assessment instruments are now available to determine the on-going risk for abuse within families as well as to predict the likelihood that patterns of abuse will change once an intervention has commenced (Gelles, 1996). Focusing attention on abusive families will pay off both in terms of child protection and delinquency prevention.

The Los Angeles Juvenile Court has undertaken a special project with first offenders who have the hallmarks of chronic delinquents. Instead of waiting for several arrests before intensive services are provided, the notion now will be that a greater investment earlier on targeted youth makes more sense (Humes, 1996). This preventive approach promises to work better and cost less.

#3 Emphasize the Paying of Just Debts

The public image of the juvenile court has been marred for decades now by the impression that it coddles vicious children and “treats” kids who are more deserving of punishment.

Probation administrators ignore this perception at their peril, as it undermines their credibility and diminishes their support. Both as a matter of justice and good correctional practice, juveniles should get their “just deserts” for harm done. Restitution and community service

programs repay and restore victims and harmed communities and counter the prevalent notion that juvenile offenders are immune from any real penalties, an impression certainly re-enforced by Humes (1996) recent study of the Los Angeles Juvenile Court.

In his otherwise bleak and discouraging account, Humes relates the story of a program that places juvenile probationers in a school for disabled children where the probationer must discharge their community service responsibilities by caring for and feeding young children with major disabilities. A juvenile prosecutor describes the impact of the program as follows:

These are street thugs, serious offenders, some of the worst kids who come through here. Most of them have served time in camp or at the Youth Authority, and they're harder than ever. Then they end up feeding and bathing autistic and wheelchair-bound kids, working with them intensively, having these handicapped folks depending on them utterly. It works a kind of magic. It softens them. For the first time in their lives, someone is dependent on them. And it changes them. It's been going for four years, there's never been a problem, never anyone neglected or hurt. Rival gang members go there and work together side by side. Sometimes it seems like a miracle (p.173).

One of the most promising new paradigms in juvenile justice is the "Balanced and Restorative Justice Mode" developed by Gordon Bazemore of Florida Atlantic University and his colleagues. In a compelling design that attempts to simultaneously serve the just expectations of victim, community and offender alike, the following principle is enunciated: "When an offense occurs by the offender, an obligation incurs by the offender to the victim that must be fulfilled" (Maloney et al., 1995 p. 43).

All juvenile probationers—in the interests of justice, for the sake of any injured victims or communities, and, not insignificantly, for their own moral education—must be compelled to pay their just debts. In doing so, wounds heal, losses are restored, and the moral sentiments of the community are assuaged.

#4 Make Probation Character Building

In the parlance of traditional clinical assessments, most delinquents have been labeled as "character disordered". To many observers, this was a kind of "default" diagnosis that filled in the blank when no other form of mental illness seemed present.

Indeed, delinquents do seem lacking in what we refer to commonly as character, by which we generally mean habits of thought and action that reveal a fidelity to principles of integrity, good comportment, concern for others and self-control (Wilson, 1995b).

Neo-conservative perspectives on crime have brought the issue of character defects among delinquents and criminals to the foreground, in contrast to the medical model which attributed various "problems" and "illnesses" to offenders, deficiencies presumably beyond their control and therefore beyond their responsibility (Wilson, 1995a). Imparting bad character to delinquents would seem to imply greater responsibility for wrong-doing while also pointing to a different type of remediation.

Can a term of juvenile probation build character? As Wilson (1995b) suggests, we know little about how to inculcate character. Yet we have some clues. According to Aristotle, character is reflected not in some inner quality or virtue, but in a pattern of commendable actions which, in the doing, both build and reveal character.

In the Aristotelian sense then, juvenile courts can attempt to build character by compelling probationers to complete actions that youth of

high character would undertake. Compensating for harm done, discussed above, is surely part of this. Regular attendance and good behavior at school would also reflect character in action. Obeying the reasonable requests of parents and respectable conduct at home and in the neighborhood would further exemplify character. If Aristotle was right that we become good, by doing good, requiring juvenile probationers to do good even though they may not seem or yet be good could, over time, build what we call character.

As Andrews and Kiessling (1980) found, effective probation officers model pro-social behavior. Juvenile probation officers must then see themselves as moral educators, who must constantly look for opportunities to exemplify good character to those they supervise. Every occasion where self-restraint is exercised in the face of a probationer's provocation, where kindness and courtesy is extended to a probationer's family in defiance of the juvenile's expectation, and every effort by the officer to insure fair treatment in dispositional and revocational proceedings are opportunities for character building and moral education.

If character is revealed in making moral decisions, then juvenile probation agencies could undertake more explicit strategies for moral development. Though more employed in educational than correctional settings, techniques for instilling a heightened moral sense have been used successfully in advancing the moral reasoning powers of young children (Lickona, 1992). Based on Lawrence Kohlberg's highly regarded theory of moral development, participants in the program are led through discussions of moral dilemmas where they must reconcile competing interests and reach just solutions. Research has shown that subjects can elevate their moral reasoning away from more selfish egocentric perspectives to broader more altruistic and emphatic thinking.

This psychoeducational strategy would lend itself readily to the probation environment. In lieu of what is too often a rather mechanical and vacuous exchange with a probation officer once or twice each month, young offenders could participate in discussion groups led by trained probation officers with both offenders and staff likely feeling that they are engaged in a more productive experience.

#5 Prioritize Violence Prevention

In light of the growing rates of serious juvenile violence and with this trend expected to continue into the next decade (Fox, 1996), juvenile probation must focus on efforts it can undertake to suppress violent behavior.

As mentioned earlier, there is scant evidence that the more punitive strategies will have long term impact (It must be said that there are independent "just deserts" rationales for punishing seriously violent offenders, but this does not account for first offenders showing aggressive tendencies). Again drawing from efforts more commonly found in schools, some juvenile probation departments have undertaken violence prevention programs with juvenile probationers (Office of the Commissioner of Probation, 1995). These programs employ curricula designed to improve the social, problem-solving and anger management skills of young offenders. While curricula vary, most employ an interactive, exercise-based, skill-building model that extends over an average of 10-15 sessions of an hour or so duration (Brewer, et al., 1996).

Evaluations conducted on such programs indicate that they are generally effective in improving social skills and as measured by their response to hypothetical conflict solutions (Brewer, et al., 1996). An evaluation of a program undertaken with juvenile probationers in Massachusetts demonstrated significant reductions in subsequent juvenile violence (Romano, 1996). More importantly, this program, sponsored by the Boston Juvenile Court for several years now, attests to the viability

of such programming within the juvenile probation context.

Given the aforementioned growth in juvenile violence attributed to firearms, prevention programs targeted on this area warrant consideration. Unfortunately, very little has been done: "Programs that intervene with young people who use guns or have been caught with guns unfortunately are rare and in dire need of further development." (Office of Juvenile Justice and Delinquency Prevention, 1996, p.16).

Nonetheless, initiating more efforts in this area make sense. Studies of handgun possession by youth indicate that handguns are more likely to be owned by individuals with a prior record of violent behavior, particularly where the gun is illegal (OJJDP, 1996). This suggests a real potential pay-off in targeting juvenile probationers.

Firearm prevention programs have been undertaken in several juvenile jurisdictions, though thus far, little evaluative information is available. Pima County Arizona Juvenile Court, for example, operates a course for youth who, though not chronic offenders, are before the court for offenses involving the carrying or firing of a gun or youth who have been identified as being at risk for firearm use. Parents are required to attend these educational sessions, where the law governing gun use and the dangers implicit in unauthorized use are explained (OJJDP, 1996).

Given the extent of the violence problem, further experimentation and evolution seems highly warranted. Moreover, a greater reliance on substantive group-work modalities offers a common-sense alternative to the traditional and exhausted model of one-on-one contact, cynically derided within the profession as "fifteen-minutes-of-avoiding-eye-contact-once-a-month."

The Prospects Ahead

The five reforms recommended above constitute a modest and therefore doable agenda, not one that would likely entail additional large expenditures but would rely on reallocating existing resources and redeploying current staff. Implementing them will not deliver utopian, crime-free communities in the next millennium, but we have reason to believe they would be worth the effort.

Progressive administrators will no doubt consider such initiatives, as well as others. As to the rest, a changing climate in governmental circles may compel the reluctant and unimaginative to undertake steps toward building a system both more effective and more congruent with public attitudes and expectations (Corbett, 1996). In the face of disturbing projections for future rates of youthful violence, immediate action would not seem premature.

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Sex Offenders

on

Probation

AN EVALUATION OF THREE PROGRAM MODELS

Introduction and Overview

Few criminal justice professionals and therapists who have worked closely with sex offenders would disagree with the characterization of sex offenders as: manipulative, deceitful and tenacious repeat offenders. Recent research indicates that sex offending may be a life-long problem for many sex offenders. Prentky, Lee, Knight, and Cerce (1997) conducted a longitudinal analysis of recidivism rates among 251 sex offenders who were discharged from the Massachusetts Treatment Center for Sexually Dangerous Persons over a 25 year period. The failure rate for having a new sexual offense charge among child molesters at the end of the study period was 52 percent, with an average of 3.64 years before reoffense. The failure rate for having a new sexual offense charge among adult rapists was 39 percent, with an average of 4.55 years before reoffense.

Society engenders substantial costs from the recidivism of sexual offenders. In addition to emotional and physical health of victims, the public carries the monetary costs of investigating, prosecuting and sentencing sex offenders and carries the burden of constraints that fear of sexual assaults generate. Despite the serious nature and costs of these crimes, convicted sex offenders often receive a term of community-based probation as their sentence. A study that analyzed almost 1,000 cases of child sexual assault from ten jurisdictions found that 64 percent of the

convicted sex offenders received probation and in 61 percent of those cases counseling was ordered as a condition of probation (Smith, Elstein, Trost, & Bulkeley, 1993). A 1993 study by the Probation Division of the Administrative Office of the Illinois Courts documented that more than 2,500 adult sex offenders were on probation in Illinois. The study's report issued on January 18th, 1994 by the Administrative Office of the Illinois Courts (AOIC, 1994) concluded that: "... Illinois probation services currently offer no uniform standards for effective control and case management (of sexual offenders). Probation departments do not currently have either the expertise or resources to adequately monitor sexual offenders." (p. 1) Although no comparable study was conducted of the juvenile probation caseload, a recently published analysis of juvenile probation intakes in Illinois revealed that 3.6 percent of juvenile probation intakes in 1990 and 1995 were sex offenders (Lurigio, et al 1999). Many jurisdictions across the nation now have recognized that standard probation provides insufficient monitoring and surveillance of convicted sex offenders serving community-based sentences (Lurigio, Jones, & Smith, 1995).

This recognition of the inadequacy of regular probation to effectively supervise sex offenders led key players in Illinois to stimulate the development of specialized intensive supervision probation programs

BY MAGNUS SENG, PH.D.

for sex offenders in several counties in Illinois. Two of these programs were in high population suburban areas of DuPage and Lake Counties surrounding Chicago and Cook County.¹ A third was located in Winnebago County, a high population metropolitan county about 90 miles west of Chicago. Each of these counties applied for and received grant funds to implement specialized adult sex offender probation programs beginning in the fall of 1997. From July 1998 through June 1999 the authors conducted a process and short-term impact evaluation of each of these programs.

The purpose of this article is to present a summary and comparison of the findings from each of the three program evaluation to assist other probation departments that are planning to develop or are currently operating sex offender intensive supervision probation programs. (For a comprehensive report on this project see Seng et al 1999).

Evaluation Methodology

This evaluation had two basic parts. The first was a process evaluation of each program and the second was a short-term impact evaluation of each program. The evaluation design and method we adopted for each element is briefly described below.

Process Evaluation

The process evaluation examined three key stages of each probation unit: program development, program organization and program operation. Program development documented the history of each program from conception to award of funding. Program organization examined and documented the key administrative, staffing and operational aspects of each program including its place in and relationship to other parts of the probation department. We also examined the projects' overall policies and procedures, particularly those describing the planned target population, eligibility criteria, referral process, case screening procedures, case assessment process, case assignment process and supervision and surveillance standards.

Program operation concerned the extent to which the project actually operated in line with pre-operational expectations as stated in the grant application and in program policies and procedures. Each of these probation units was modeled on the containment approach, which includes: (a) intensive supervision of offenders with frequent fact-to-face contacts and field searches of offenders' homes and the verification of information obtained verbally from offenders; (b) treatment which emphasizes a cognitive-behavioral group therapy approach supplemented with cognitive-behavioral individual counseling; and (c) a team-approach partnership between probation officers and treatment providers that includes frequent communication and sharing of relevant information on each offenders (English et al, 1996). Using the containment model as a guide, our evaluation of program operation focused on four major program activities: intake caseload and offender profiles; supervision and surveillance; the team approach; and the nature of treatment. Data on each of these program operation activities were collected from reading and coding case files and/or event records, from review and analysis of monthly statistical reports, from monthly treatment reports, review of treatment assessment documents, a survey of probation and treatment providers, and from numerous site visits with program administrators and staff.

Short-term Outcomes

The second major part of this evaluation was a study of short-term impacts. Given the recent implementation of these projects, the assessment of impact was limited to the assessment of intermediate

probation and treatment outcomes.² Intermediate outcomes are results that should be achieved after a short period of program implementation. Our analysis of probation outcomes was based on approximately 16 months of program operational data. Most programs began operation in October or November 1997 and we collected program statistics and case-level data through the end of February 1999. Based on monthly statistical reports and examination of case records we calculated "completion" and "and non-completion" rates for each program. We have avoided use of the term "success rates," which is a term more accurately applied to the rate that would have reoffended when time to reoffense is taken into consideration. Data on the number of arrests, the number of technical violations and the number of violation of probation petitions filed were also analyzed. Data on short-term treatment outcome were obtained from standardized monthly treatment progress reports submitted between September 1998 through February 1999. These data allowed for an assessment of treatment progress across critical dimensions of sex offender treatment. Finally, using N-of-1 statistical analysis we also assessed the degree to which offenders were responsive to treatment along each of these dimensions. This paper first presents our findings regarding program development, organization operation and short-term probation outcomes. It then reports our findings on the programs' implementation of sex offender treatment with special emphasis on assessment, the team approach and short-term treatment outcomes.

Summary and Comparison of Findings

Program Development

Each of the three probation departments had a pre-existing sex offender program prior to applying for grant funds. DuPage County had a sex offender team that handled sex offenders as well as regular probationers since 1991. Lake County established a specialized sex offender unit in 1995 that handled both sex offenders and regular probationers, and Winnebago County assigned sex offenders to four probation officers, two of whom carried most of these cases. All four officers also carried a caseload of regular probation cases. To this extent, all three programs had some experience in dealing with sex offenders prior to the grant program using a mixed caseload approach. However, all three were dissatisfied with the degree of sex offender supervision and surveillance their units were able to provide, and each saw the availability of grant funds as an opportunity to hire additional staff and increase supervision and surveillance and better implement a team approach to sex offender treatment. Grant funds ranged from approximately \$89,000 to \$129,000 and required a 25 percent match usually obtained from probation fees collected by the department. Grants were renewable for three years. Most program funds were used to hire staff. Offenders paid some of the treatment costs, and grant funds were also used to supplement treatment cost when needed.

While the acquisition of additional staff was a common feature, the programs differed substantially in how they used staff and approached the problem. The primary difference was between Lake County's approach and that adopted by both DuPage and Winnebago. Lake County used a mix caseload-surveillance officer approach. The program hired two surveillance officers to provide intensive supervision and surveillance to sex offender cases carried by other members of the team. Sex offender unit officers carried a mixed caseload of approximately half sex offenders and half regular probationers. The surveillance officers did not have a separate caseload.

DuPage and Winnebago Counties both identified two probation officers who would carry sex offender cases only. In DuPage, however, other probation staff also carried some sex offender cases while in

Winnebago, all sex offender cases were handled by the two sex offender probation specialists. DuPage County, using a mixed caseload-sex offender specialist approach, hired two sex offender "grant officers" who would handle sex offender cases only and thus be able to provide a higher level of supervision and surveillance. The sex offender team officers continued to handle a mixed caseload of mostly regular probationers along with sex offenders not assigned to the grant officers or transferred from the grant program to the team. Winnebago County, using a sex offender specialist approach, designated two experienced senior probation officers to carry only felony sex offender cases. Two probation officers were hired to replace the two specialists and grant funds used to pay salaries of the two sex offender specialists.

The essential similarity among all three programs is that each program had specifically designated officers to supervise sex offenders. Also, the common goal of all three programs was to use the sex offender grant officers to increase the level of supervision and surveillance of sex offender cases compared to that achieved prior to receipt of grant funds and also to reduce or control caseloads. All three programs thus conformed to the containment model by designating sex offender specialists to increase sex offender supervision.

Program Organization

Each of the programs was part of a fully functioning and busy probation department made up of a variety of specialized units. The supervision structure differed somewhat in that DuPage County had a supervisor designated to supervise the sex offender team and the two sex offender grant officers; Lake County had a supervisor who supervised the sex offender unit that included the two surveillance officers and also supervised the Pre Sentence Investigation unit; Winnebago County had its two sex offender specialists operating more independently and reporting to the Director for Adult Services. Each arrangement seemed to fit well within the department structure and each program appeared to be well managed.

We found major differences in the target populations each program served. DuPage County's target population consisted primarily of adult felony and misdemeanor offenders convicted of statutorily identified sex offenses and sentenced to probation and in some instances cases convicted of non-sex offenses that the court ordered into the program. Lake County's target population was more broadly defined as any adult felony or misdemeanor offender convicted of any sex offense or a non-sex offense that has a sexual component and who was sentenced to probation. The Winnebago program restricted its target population to adult felony offender convicted of any sex offense that required the offender to register as a sex offender and was sentenced to probation. This was the only program to select felonies only. Each of these definitions had implications for caseload size. Lake County had the least restrictive target population and thus the largest caseload and the largest staff of six officers. The program had an average monthly intake of 11.5 cases, an average monthly caseload of 214 cases and an average sex offender caseload of 37 cases per officer. The DuPage County program had an average monthly intake of 6.2 cases, an average monthly caseload of 54 cases and an average caseload of 27 cases per officer with a staff of two grant officers. The Winnebago program had the most restrictive target population and also the lowest average monthly intake of 4.1 cases, an average monthly caseload of 47 cases and an average caseload per its two officers was 24 cases each.

There is a certain practical reality to limiting target populations to statutorily defined sex offenders since it allows everyone in the system to easily identify eligible offenders. The other side of the coin is that

restricting target population to statutorily defined sex offenders tends to miss those offenders whose behavior is sexual and even predatory in nature but whose offense is listed as a non-sex offense. Program staff from the DuPage and Winnebago programs expressed the belief that potentially serious sex offenders were not being included in their programs because of the offense-based target population procedure. The Lake County program, on the other hand, was approaching caseload saturation.

The case referral procedure in all three programs was relatively noncomplex. Eligible cases were identified at department intake from those cases placed on probation by the court. In some cases, an offender was ordered into sex offender probation, but in the majority of cases the program identified their population. One feature found in all three programs that was of concern to the evaluation team was the absence of a well defined sex offender case identification and referral procedure at the state's attorney's office. While staff in each program maintained close communication with that office, the probation departments were not often a party to the state's attorney's decision to recommend probation, let alone sex offender probation on any given case. Although turnover in the state's attorney's office contributed to this situation, it seems appropriate that a recommendation for a sentence of probation be at least discussed with the department prior to the court order.

There were a number of differences in offender and offense characteristics of the sex offender cases supervised in these three counties. Winnebago County offenders were less educated, had less income and were more likely to be divorced or separated than were Lake and DuPage County offenders. Winnebago County offenders also were more likely to be recommended to substance abuse treatment compared to Lake or DuPage County offenders. Whereas over half (59.1 percent) of DuPage County offenders express remorse at the initial treatment evaluation only about one-third of Lake County offenders (37.1 percent) and Winnebago County offenders (31.8 percent) express remorse. Similarly, 63.6 percent of DuPage County offenders admit all aspects of the convicted offense at the treatment evaluation process compared to 37.8 percent of Lake County offenders and 24.4 percent of Winnebago offenders.

These differences in clinical presentation of remorse and acceptance of responsibility of the offense may reflect in part the vast differences in the type of sex crimes that each program serves. Winnebago County serves primarily felony incest and family-related cases, and the other two counties serve both misdemeanor and felony sex crimes that include a significant proportion of offenders engaged in "hands off" sex crimes. The percentage of victims who were related to the offender varied dramatically. In Winnebago County 73.5 percent of the offenders were related to their victim(s) compared to 22.8 percent in Lake County, and 27.1 in DuPage County cases. In about half of Winnebago County cases the offender was related to the victim as an uncle, grandfather or other relative whereas these cases comprised less than 9 percent of Lake or DuPage County caseload. Consistent with this trend, the average age of victims in Lake County cases ($M = 16.19$) and DuPage County cases ($M = 14.5$) was much older than Winnebago County victims ($M = 11.82$).³ Penetration also was more likely to occur in Winnebago County cases: 65.3 percent of Winnebago County cases, 51.3 percent of Lake County cases, and 40 percent of DuPage County cases.⁴ The other major difference in type of cases involved the percentage of public indecency cases and criminal sexual assault cases. Winnebago County did not supervise any public indecency cases whereas public indecency cases comprised 31.3 percent of DuPage County's caseload and 24.4 percent of Lake County's caseload. Criminal sexual assault cases comprised 26.7 percent of Winnebago County's caseload, but only 5.1 percent of Lake

County's and 8.3 percent of DuPage County's caseload.

The staff in all the programs received basic training in supervision of sex offenders and ongoing training throughout the year. Staff in the DuPage and Winnebago programs participated in a number of excellent out-of-state training programs. DuPage County also on an annual basis brought in sex offender specialists. In Lake County, the unit supervisor was particularly creative in marshalling local resources and thus was able to provide a continuous stream of training opportunities to the unit without going out of state. While each approach, i.e. out-of-state or local is useful, the Lake County training model has a number of features to recommend it. More training can be obtained with the limited training funds available; more sex offender unit staff can be trained with less disruption to case supervision; sex offender training can be offered to other department probation officers to develop a pool of potential replacement officers for the unit, and national experts can be brought in without the staff travel cost associated with going out of state. A middle ground between these two models, is the expansion of sex offender probation training by the Administrative Office of the Illinois Courts (AOIC), a state agency responsible for probation standard setting and training. This is perhaps out of county but not out of state.

Program Operation

The evaluation team's assessment of the degree to which each program operated in line with pre-program expectations was partly dependent upon monthly statistics provided by each program. We found sharp differences in the content and quality of these reports and no uniformity. The Lake County monthly report was excellent, contained a wealth of information on intake, closings, caseload, office and field supervision/surveillance and collateral contacts, violations, arrests and outcomes and was submitted on time each month. The DuPage County report was adequate in that it provided data on intake, caseloads, violations, arrests and some limited data on outcomes and reports were submitted on time to the funding agency and evaluators. However, detailed data on supervision/surveillance contacts were not provided due to failure of a planned computerized data collection system. We collected these data by a hand count of individual case records. The Winnebago County reports contained useful data on intake and caseload, office and field supervision/surveillance contacts, violations and arrests and also a wealth of data on treatment attendance. However, an administrative problem at a level beyond the control of the program administrator, resulted in a six month delay in submission of monthly reports. When these were reviewed, they were found to not accurately reflect caseload and contact data. This led to the Winnebago staff and the evaluation team laboriously recreating program statistics. The design and format of program reporting was left to each program by the funding agency. Clearly, a uniform data collection procedure among all three

programs would have been much better. The retrospective nature of this evaluation did not allow for the development of a uniform procedure by the evaluation team.

The primary goal of each program was to increase the supervision/surveillance of sex offenders. While no data were provided in grant applications on the attainment of supervision standards prior to the grant, each program was operating according to AOIC standards for maximum supervision cases. This was two face-to-face contacts a month and one home/field visit every other month or 0.5 a month. Analysis of sex offender supervision/surveillance data from each program indicated that the number of home/field visits exceeded the 0.5 standard for 94 percent of the months studied in each program. The two a month face-to-face contact standard was exceeded in 98 percent of the months studied. Thus each program met its goal of increasing the number of supervision/surveillance contacts. Overall, the total number of home/field and face-to-face contacts is truly impressive. The three programs had a combined total of 7,364 home/field visits and 14, 860 face-to-face contacts over a 16 month period. However, none of the programs succeeded in meeting the increased monthly contact standards each set for their funded sex offender program. Each did better than before but none as well as expected. DuPage and Winnebago Counties had similar standards. Both adopted a three-level supervision system. Level I required four face-to-face contacts a month, two of which were to be field/home visits. The number of contacts required declined as an offender moved from level I to II to III. Lake County used a uniform, non-declining and very demanding standard of five face-to-face contacts a month, three of which were to be home/field visits. All three programs struggled with meeting their home/field visit standard. Comparisons are difficult because each program's data were analyzed differently because of differences in quality and completeness of monthly data and levels of supervision expected. However, a common statistic was the number of months that the standard was achieved. As can be seen from Table 1, Lake County met its home/field visit standard in 3 of the 17 months or 17.6 percent of the time for surveillance officers but only for one month for the total program. Winnebago County met its standard in one out of 16 months or 6.3 percent of the time. DuPage County was not able to meet its home/field visit standard in any of the 16 month period examined. In terms of at least approaching their individual home/field visit standard, Lake County was closest, followed by Winnebago and DuPage Counties.

There are numerous practical reasons for this disappointing showing

Table 1
Number of Months Contact Standards Were Achieved By Type of Contact and County

County	Field Visit Monthly Standard	Number and Percent of Months Standard was Achieved		Face-to-Face Monthly Standard	Number and Percent of Months Standard was Achieved or Exceeded	
DuPage	Variable	0/16	0%	Variable	8/16	50%
Lake	3	3/17	17.6%	5	3/17	17.6%
Winnebago	2	1/16	6.3%	4	3/16	18.8%

The contact standards for DuPage cases varied depending on when in the month a case was assigned. The DuPage program was the only program where case assignment data were available. A standard was considered achieved if exactly met or achievement was less than a tenth of a percentage point below contact expectations.

in terms of home/field visits. There were three common factors that accounted for the failure to reach the expected number of field visits. The day-to-day demands of supervising a probation caseload characterized by numerous court dates, abundant paper work, and the ever present phone calls all conspire to making the officer more office bound. This was found to be the case even with sex offender program's emphasis upon home/field visits. The second factor was time off for training. When officers were "off line" to attend training there were no back up officers to conduct home/field visits since this is a very specialized function for sex offender cases. This was a problem more for the DuPage and Winnebago programs but also to some extent for the Lake program as well. The third factor was staff turnover. When a sex offender specialist leaves the unit it takes time to obtain and train a replacement. This was a serious problem for the Lake program's surveillance officer team and to a lesser extent for the DuPage program. One feature of the DuPage County program that was likely to influence the quality of field visits was the department's policy that only pre-announced home visits were permitted.

All three programs did much better in meeting face-to-face contact standards (also presented in Table 1). Although none of the programs met its standard in all months, two of the three programs met or exceeded their face-to-face standard in at least one of the months studied and came close in most other months. DuPage County met its four face-to-face contact standard, in seven of 16 the months, exceeded it in another month. Winnebago County met its four face-to-face contact standard in two of 16 months, exceeded it in another and was one visit below standard in nine other months. Lake County had the highest face-to-face contact standard—five a month—and met this standard in three of 17 three months.⁵ The better showing for face-to-face contacts is, of course, a function of the fact that more office visits can be held with an office-bound probation staff.

An important finding that has implications for the design of sex offender programs, is that, when fully staffed and trained, the surveillance officer program adopted by Lake County was found to meet the four-face-to-face and two home/field visit standard for level I cases adopted by DuPage and Winnebago Counties and also in numerous other probation departments in the state. In other words, if all three programs had had the same supervision/surveillance standards, then Lake County's surveillance officer model would have done much better than the others. It is possible then, under conditions of full staff, for DuPage, Winnebago and other Counties to meet their level I supervision/surveillance standards if they added a surveillance officer element to their program. Another implication of this finding is that the three-level supervision approach in DuPage, Winnebago and other Counties could be revised to maintain a level I supervision standard throughout the period of probation.

The essential findings reported at this point are that each program succeeded in identifying staff to work exclusively with sex offenders, were serving the type of offenders identified in their target

population, and were providing a higher level of supervision than before the programs began. However, none was able to meet the contact standards each had identified in their grant proposal and/or program policy statements.

Short-term Probation Outcomes

Because of the relatively short period that these programs had been in operation, we were only able to assess short-term outcomes. These are outcomes that may be achieved while the case is in the program and included a measure of how many cases "successfully" completed the sex offender program, how many "failed" and how many had difficulty during their probation period. While definitions of success varied, success usually meant that an offender had completed his period of sex offender probation without an arrest or violation serious enough to warrant revocation of probation by the court. We had sufficient data from DuPage and Lake Counties to calculate rough estimates of the proportion of offenders who completed their probation without a major violation detected (See Table 2). Based on the number of "closed" cases that were classified by these two programs as a "successful completions" DuPage County had an 80.4 percent successful completion rate and a 19.6 non-completion rate. Lake County had a 75.2 percent successful completion rate and a 24.8 percent non-completion rate. These relatively high successful completion rates are not surprising given the fact that sex offenders tend to be fairly compliant with probation regulations. In addition, the tight supervision most likely encouraged compliance. Lake County's lower rate is no doubt a reflection of its higher level of supervision. Most cases were still active in the Winnebago caseload; thus it was not possible to calculate completion rates for Winnebago County. A review of active case notes suggests that the majority of the Winnebago County cases are likely to be successful completions. The real test, of course, is long-term recidivism, which is the subject of follow-up research currently being conducted for these programs.

While a good number of the sex offenders were fairly compliant, some, of course, were not, resulting in technical violations of probation. As can be seen in Table 2, the programs varied in their technical violation rates, which were based on the percentage of total intake cases that had a technical violation.⁶ Lake County had the highest technical violation rate of 37.4 percent, DuPage County had a technical violation rate of 12.1 percent and Winnebago County, 6.3 percent. Again, Lake County's higher rate is reflective of that program's higher level of supervision through the use of surveillance officers. This is consistent with probation and parole research, which finds that violation rates increase with increases in supervision (Jones, 1991). An interesting finding common to all three

Table 2
Successful Completion and Technical Violation Rates and Number of Arrests By County

County	Successful Completion Rate Based on Number of Closed Cases	Technical Violation Rate Based on Total Intake	Number of Arrests
DuPage	80.1	12.1	10
Lake	75.2	37.4	68
Winnebago	Incomplete data	6.3	6

evaluations performed for the DuPage County program to be adequate. Those for the Lake County program varied in quality from treatment provider to treatment provider and were deficient in important areas. Treatment evaluations performed for the Winnebago program were inadequate.

The evaluation team interviewed probation staff and surveyed treatment providers to gain some assessment of the nature of treatment provided. There was a striking similarity in the nature of treatment provided in all three programs. Therapists had considerable clinical experience in working with sex offenders in all three programs, eight years in DuPage and Lake Counties and ten in Winnebago County. All three used a cognitive-behavioral approach using a mixture of group, family and individual therapy. Groups ranged in size from seven to ten. While all programs used group therapy, there was some variability in therapist's views on group therapy as the preferred modality. While most (3/4) of the therapists in DuPage County preferred groups, at least half (2/4) of those in Lake County and all (2/2) in Winnebago County preferred a mix of group and family therapy. All programs also offered individual therapy. In all three programs, providers indicated that the vast majority of offenders paid or were required to pay for treatment and assessments. While most providers in all three programs indicated they had written policies on absences, lateness and other treatment rule violations, there was no uniformity among providers and programs on these issues.

Short-term Treatment Outcomes

Our evaluation of short-term treatment outcomes was based on standardized monthly progress reports from treatment providers on cases in treatment during September 1998 to February 1999. Treatment providers were generally prompt in submitting these reports. Because treatment reports were not submitted for all offenders during this time period it was not possible to calculate comparable treatment attendance rates. However, our findings indicate that the large majority of offenders complied with the probation requirement that they attend treatment. Only a small percentage, approximately 10 percent were terminated because of noncompliance with treatment rules. Treatment providers were also asked to rate offenders on six critical dimensions of treatment using a ten point scale in which ten was the most positive. Our findings indicate (Table 3) that ratings on each dimension varied both within programs and between programs.

The highest three-program average rating and the highest in each program was the offender's understanding of the consequences of reoffending followed by acknowledgement of personal responsibility. The rating on understanding the consequences of reoffending is understandable given that the programs deal with convicted sex offenders. The relative high average rating on personal responsibility is encouraging given sex offender's propensity to deny the offense let alone accept responsibility. Three-program averages on the remaining dimensions

Table 3
Average Score on Six Critical Dimensions of Treatment By County
(Maximum Possible Score = 10)

	Mean Across All 3 Programs	Mean for DuPage Program	Mean for Lake Program	Mean for Winnebago Program
Participation in Treatment	5.88	6.98	6.14	4.79
Commitment to Treatment	5.57	6.56	6.46	4.39
Acknowledges Personal Responsibility	6.33	7.61	6.59	5.10
Understands Consequences of reoffending	7.41	8.63	7.61	6.20
Willing to disclose inappropriate sexual behavior	4.90	6.04	5.18	3.68
Accepts responsibility for damage to victim	5.69	6.86	6.18	4.42

hover around five to six an indication of moderate rating. The lowest rating, not surprisingly, was on a willingness to disclose inappropriate sexual behavior.

While some caution in interpreting these therapist-generated ratings should be exercised in that they not only reflect offender performance but therapist performance as well, we are confident that ratings were made in as objective a manner as possible. Three aspects of the data buttress our confidence. First, therapists made participation and commitment ratings based in part of each individual's attendance and completion of homework assignments, and made distinctions between offenders using the entire rating scale. Second, therapists in Lake and DuPage County provided specific examples of positive lifestyle changes for the majority of offenders. Third, DuPage County therapists provided examples of additional inappropriate sexual behavior for a significant percentage of their clientele and had the highest ratings on willingness to disclose additional inappropriate sexual acts.

Findings indicate that the ratings for the DuPage program offenders were the highest for all six dimensions followed by the Lake and Winnebago programs. These differences in ratings reflect in part differences in the clientele that each county serves. Few statistically significant changes in offenders from the start of treatment were identified in the DuPage or Lake programs by N-of-1 analyses. In Winnebago County, however, 18 statistically significant changes were identified indicating that offenders rated very low at the beginning of treatment tended to improve quite a bit during the six month assessment. For the most part, however, offenders were slow to change, which is not surprising given that sexual offending is based on attitudes and behaviors of a long-standing nature and that the treatment time examined covered only six months.

Additional indicators of treatment performance were percentage of offenders with no unexcused absences (DuPage County, 64.3 percent; Lake County, 63.0 percent; Winnebago County, 29.0 percent), percentage of offenders completing all homework (DuPage County, 71.4 percent; Lake County, 66.0 percent; Winnebago County, 23.0 percent) and percentage of offenders with at least one positive life change (DuPage County, 62.1 percent; Lake County 61.5 percent; Winnebago County, 38.0 percent). Winnebago County offenders as noted earlier typically live in poverty, have less than a high school education, and have committed felony crimes against related family members. Such offenders may be even slower to break denial and accept responsibility for the offense. On the other hand, Winnebago County therapists also conducted less thorough evaluations of their clients than therapists in the other two counties, and were less able to elicit additional inappropriate sexual acts that were not part of the official record during the evaluation process.

Conclusions and Observations

Our overall conclusion is that each of these programs using different models successfully implemented their sex offender program that was designed to fit within the particular configuration of individual departments and environments. All three met basic requirements of the containment model in that they had specifically designated officers who would supervise sex offenders only and increased sex offender supervision/surveillance beyond that provided prior to receipt of grant funds. While each program provided more supervision than before, none, however, provided as much as expected. Each program implemented a well functioning system of sex offender treatment characterized by a team approach of mutual respect and trust. Short-term probation outcomes and short-term treatment outcomes indicate that the majority of sex offenders in all three programs appear to be complying with probation

and treatment conditions that are part of their probation order.

No one program excelled in all three elements of the containment model but some programs did better than others at various elements. DuPage County was particularly notable in its use of bi-monthly probation officer/treatment provider group meetings to develop its team approach. The Lake County program's surveillance-officer model resulted in the highest level of sex offender supervision contacts of all three programs, and its monthly statistical form was a model for all such programs. Winnebago County was the only program to focus on felony offenders, had the highest percentage of family-related offenses, and maintained weekly contact between therapists and probation officers.

There were two aspects of each program that did not meet expectations. All three programs were unable to meet their individual home/field visit standards and to some extent, even their face-to-face contact standards. Secondly, treatment evaluations from treatment providers were of mixed quality in all three programs. Our evaluation suggests that departments must address the effects of staff turnover, staff training, and in-office obligations to increase field contacts. Hiring surveillance officers, part-time staff or other approaches need to be considered in order to increase flexibility and manpower needed to achieve field contact standards. In addition, in order to insure quality treatment evaluations, departments should provide treatment providers with a uniform standard of tests and subjects to be addressed.

There are a number of observations about these three programs that might be helpful to departments either currently operation or contemplating operating sex offender probation programs. There was no one model that fit best. Each department tailored its approach to the idiosyncrasies of the department. DuPage integrated the two grant officers into a preexisting unit. Winnebago simply designated two experienced officers to focus exclusively on sex offenders. Lake added a unique feature to a preexisting unit. Thus the notion that one uniform model of sex offender probation programs should be adopted did not appear to operate in this case. One size does not fit all.

While the model adopted by each department appears to fit the department, it is clear that the surveillance officer approach used by Lake County allows for much closer supervision and surveillance. Increased surveillance is the hallmark of sex offender programs but the day-to-day demands of even basic probation services reduces the amount of field time available. The surveillance officer model in which surveillance officers do not carry their own caseload but instead provide surveillance services to cases carried by other officers, allows these officers to be free of the day-to-day activities that keep many officers office bound. Some attempt should be made to include a surveillance officer function into sex offender probation programs. Such an approach need not involve hiring additional officers. One rural program adopted a surveillance officer model by using a hireback scheme whereby an officer worked overtime as a surveillance officer. Another approach is to hire a surveillance officer part time.

The Lake County model also offers another benefit. The mixed-caseload approach used by the sex offender unit may allow officers the flexibility to give intensive supervision to the high-risk sex offender cases through shortening both the amount of time and frequency of contact with non-sex offender cases deemed of lower risk to reoffend. This is more likely in a caseload made up of approximately 50 percent sex offender and 50 percent non-sex offender cases. In other programs, like DuPage, where only approximately 10 percent of the unit caseload is sex offenders, the demands of the regular caseload predominate.

The use or threat of use of the polygraph in combination with clinical interviews is worth the effort. The polygraph was widely used in

the DuPage program resulting in a high rate of offenders admitting to additional sex related crimes that were not part of their official record.

A final observation is that training is essential for sex offender officers so they can remain up to date on changes in the field. The down side is that training time reduces client contact time and both are essential. An attempt should be made to provide as much training onsite or close to the department possible. This reduces case supervision down time and also to can expose other members of the department to sex offender training in order to develop a pool of replacement officers for the sex offender unit.

End Notes

¹ The authors are currently completing a three-year evaluation of the Cook County Adult Sex Offender Program. Cook County is Illinois' largest county and includes the City of Chicago.

² The authors are currently conducting a long-term impact study of each of these programs.

³ $F(2,158) = 4.79, p < .01$.

⁴ Chi Square = 6.08, $p < .05$.

⁵ We learned subsequent to preparation of this report that Lake County is now succeeding in meeting its five face-to-face contact standard.

⁶ Because of variations in data quality any completeness, comparisons on technical violation rates are difficult to make. Any differences are tentative at best.

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Parole and Prison Reentry in the United States

Part II

Editor's Note: This is the second part of a two part article. Part one of this article appeared in the Summer 2000 issue of Perspectives. Citations for both parts are included at the end of the article.

V. Recidivism and Crime Committed by Parolees

The most common question asked about parole is, "Does it work?" And by work, most mean whether persons granted parole refrain from further crime or reduce their recidivism. Recidivism is currently the primary outcome measure for parole, as it is for all corrections programs.

A. Prisoner Recidivism Rates

The most comprehensive study of state prisoner recidivism tracked 16,000 inmates released during 1983 in 11 states. The study found that overall, 63 percent of inmates were arrested for a felony or serious misdemeanor offense within three years of release from prison. In unpublished data from that cohort, Beck reports that 62.3 percent of those who were released "conditionally" (i.e., on parole) were rearrested within 3 years, whereas the figure was 64.8 percent for those who were released "unconditionally." About 47 percent of inmates were convicted of a new offense during the three years after release, and 41 percent returned to prison or jail for a new offense or technical violation of their prison release (Beck and Shipley 1989).

The Beck and Shipley study is the best available to approximate the recidivism rates of parolees, but it has some limitations. Not all persons released from prison were officially on parole, however, in the early 1980s most were, so this data captures most parolee recidivism. Also, the study tracked inmates for a full 3-year period after release, and offenders may or may not have been officially on parole for all of that time period. The study was also conducted more than 15 years ago, and we know that parole policy has changed considerably since that time. Unfortunately, there are no U.S. record keeping systems that record the recidivism of parolees, and no more recent national prisoner follow-up studies.

B. Successful vs. Unsuccessful Completion of Parole

The Bureau of Justice Statistics (BJS), as part of its National Corrections Reporting Program, does collect data each year from every state about its parole population and how many of its parolees successfully complete parole. This data derives from parole agency records, not from the police, hence it may not capture all arrests. It is possible for an offender to be arrested, (a misdemeanor or low level felony, for example) and not be violated from parole. The event is therefore recorded as a "successful exit" from parole.

This data reveals a disturbing trend in that a majority of those being released to parole will not successfully complete their terms, and the percentage of unsuccessful parolees is increasing. As Beck (1999) recently

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reported, annual discharges from state parole supervision reveal a sharp drop in the number of parolees who successfully complete their term of community supervision. As a portion of all discharges from state parole supervision, offenders successfully completing parole declined from 70 percent in 1984, to 44 percent in 1996 (see Figure 2).

C. Parolees and Other "Conditional Releases" Return to Custody

Such high parole revocation rates are one of the major factors linked to the growing U.S. prison population. Since 1980, the percentage of conditional release violators who had originally left state prisons as parolees, mandatory releases and other type of releases subject to community supervision, has more than doubled from 16 percent to 33.8 percent (see Table 5).

In some states, the figures are even more dramatic. For example, in California, in 1997, over two thirds (64.7 percent) of all persons admitted to state prisons were parole violators. By comparison, in New York, the figure is 23 percent. In Texas, the state most comparable in prison population to California, the figure is 23 percent. A recent report concluded: "There is no question that California has the highest rate of parole violations in the nation. In terms of total numbers, California accounts for nearly 40 % of all known parole violators that occur in the nation although it reflects less than 15 percent of the nation's parole population" (Little Hoover Commission 1998:23).

Table 5 - Percent of Admitted Prisoners, Who were Parole Violators, Selected Years

State	1980	1985	1992	1997
New York	24.1	13.8	13.9	23.0
Pennsylvania	19.6	26.7	18.6	33.4
Ohio	18.5	21.1	16.6	19.6
Illinois	20.3	29.9	19.7	30.4
Michigan	16.6	23.5	25.8	28.3
North Carolina	10.6	5.8	17.4	23.6
Georgia	8.2	18.3	25.5	23.0
Florida	16.0	6.4	12.7	12.2
Texas	15.8	30.9	39.9	22.7
California	20.7	41.7	56.3	64.7
Average (All 50 States)	16.09	22.3	28.6	33.8
Average (Federal Only)	11.09	12.9	/	9.0
Average (State and Federal Combined)	15.8	21.6	28.6	32.3

Note: "/" means not reported.

Source: Bureau of Justice Statistics, *Correctional Populations in the United States*, 1980, 1985, 1992, and unpublished data from 1997.

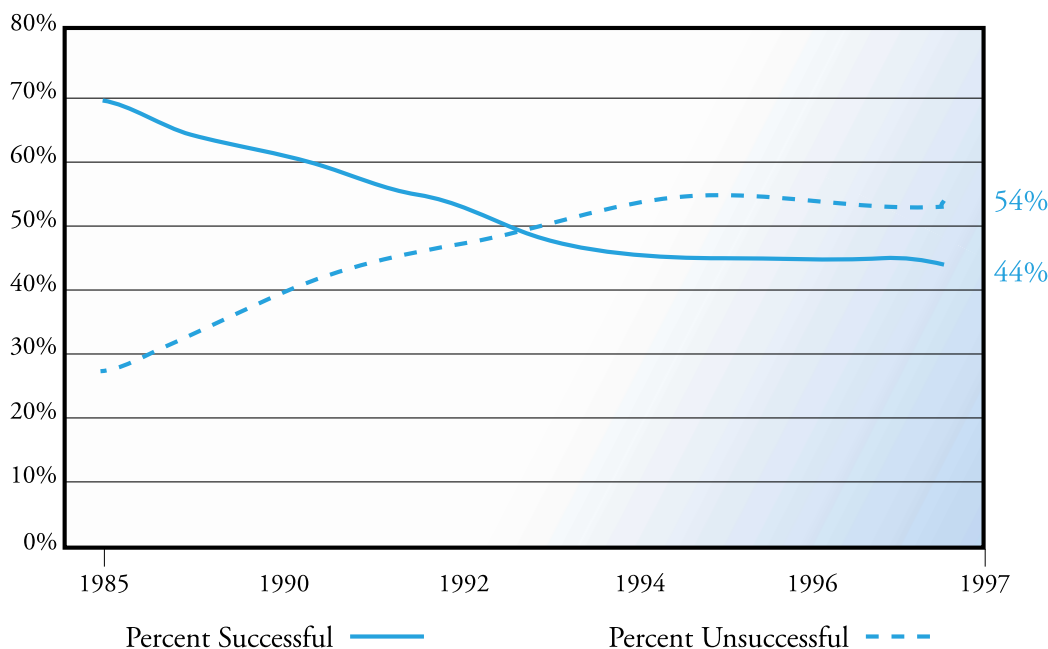
D. Contribution of Parolees to Crime

Another way to examine parole effectiveness is to look at the proportion of all persons arrested and in custody who were on parole at the time they committed their last crime. BJS conducts periodic surveys of persons arrested, in jail, in prison and on death row. This data show that 44 percent of all state prisoners in 1991 had committed their latest crimes while out on probation or parole (Figure 3).

Such high recidivism rates have led to the common perception that community supervision fails to protect the public and that nothing works. As DiIulio (1997:41) writes: "While formally under supervision in the community, these prison inmate violations included more than 13,000 murders, some 39,000 robberies and tens of thousands of other crimes. More than a quarter of all felons charged with gun crimes in 1992 were out on probation or parole."

Of course, it is important to remember that more than 80 percent of all parolees are on caseloads where they are seen less than twice a month, and the dollars available to support their

Figure 2
State Parole Outcomes, 1985-1997



Sources: Bureau of Justice Statistics, *Annual Parole Survey*, 1981, 1986-1997.

supervision and services are generally less than \$1,500 per offender — when effective treatment programs are estimated to cost \$12,000 to \$15,000 per year, per client (Institute of Medicine 1990). It is no wonder that recidivism rates are so high. In a sense, we get what we pay for, and as yet, we have never chosen to invest sufficiently in parole programs.

Nevertheless, most view this data as showing that the parole system is neither helping offenders nor protecting the public and that major reform is needed.

VI. Reinventing and Reinvesting in Parole

As Joe Lehman, currently Commissioner of the Washington Department of Corrections, told the author:

“We have a broken parole system. Part of the problem is that parole can’t do it alone, and we have misled the public in thinking that we can—hence the frustration, and the cries to abolish parole. We don’t need to abolish parole, but a new model is sorely needed.”

Interviews recently conducted with U.S. correctional experts reveal a consensus that parole needs to be “reinvented,” (a term commonly used) and that the new parole model should incorporate at least four components:

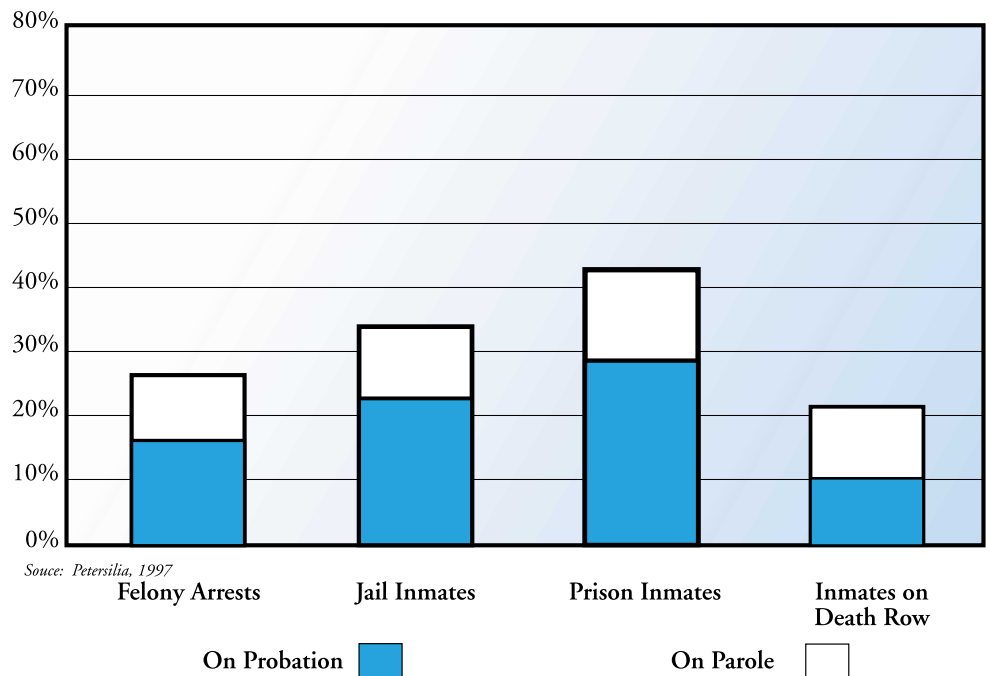
- 1) the identification of dangerous and violent parolees, for whom surveillance through human and technological means is a top priority;
- 2) the delivery of quality treatment (particularly substance abuse) and job training programs to the subgroup of offenders for whom research shows it could be most beneficial;
- 3) the establishment of intermediate sanctions and other means of diverting technical parole violators to community based alternatives and away from expensive prison cells; and
- 4) committing to a community-centered approach to parole supervision. This approach requires making a proactive commitment to managing offender risk in those neighborhoods where parolees live, and means forming active partnerships with local police, community members, offenders’ families, neighborhood associations and other indigenous groups. Some refer to this as “neighborhood parole.”

A. Greater Monitoring of High-Risk, Violent Parolees

There can be no doubt that the public, aided by private industry, will continue to demand and receive an increase in the level of control over certain violent, predatory offenders in the community.

The most visible sign of this is the expanded registration of parolees, originally begun for sex offenses, but now expanding in terms of types of crimes and how accessible the information is to the public. Connecticut recently expanded its parolee registration to include kidnapping for sexual purposes, public indecency and fourth-degree sexual assault. On January 1, 1999, Connecticut’s entire list was posted on the Internet. Florida and New Jersey also allow citizens to have complete access to inmate

Figure 3
Who Is On Parole at Time of Arrest



release information through an Internet site maintained by each state’s Department of Corrections.

A New York City-based crime victim’s advocacy group, using information from the State Department of Correctional Services, now places on the Internet the names of inmates soon to be *eligible* for parole from New York State prisons. In addition to including inmates’ names, criminal background and parole eligibility dates, the Internet site includes press clippings of the crime if they are available. The site encourages citizens to contact the New York State Division of Parole with comments.

In California, the State Department of Justice developed a CD-ROM database with the pictures, names and whereabouts of the state’s more than 50,000 registered sex offenders. Visitors to any local police station in the state are able to type in their ZIP codes and find out if a sex offender lives nearby. When the data was first released, many local newspapers published the pictures and addresses of local sex offenders. Los Angeles County just announced that since few residents are using the CD-ROMs, they would begin mass mailings to residents informing them of the location and names of sex offenders living in their neighborhoods. As of January 1, 1999, California school districts will also have direct access to the CD-ROM and permission to distribute the information directly to the public.

New York and California both also have 900-number hotlines set up to allow residents to check if someone is a registered sex offender. Before that, it was illegal for a law enforcement officer to notify citizens about a sex offender living in the neighborhood.

Sophisticated technology is also assisting police and parole officers to keep better track of parolees once in the community. As the Cold War wound down, the defense industry, along with the developing computer and electronic industries, saw the community correctional clientele as a natural place to put its energies—a growing market. Electronic monitoring, voice verification systems, cheap on-site drug testing and

breathalyzers through the phone, all allowed community corrections the option of becoming more surveillance-oriented.

Since the mid-1980s, the electronic monitoring industry has continued to expand, and three states (Texas, Florida, New Jersey) now use global-positioning technology to determine when a parolee leaves his or her home or enters a restricted zone such as an area around a school or the neighborhood of a former victim.

These initiatives and programs are a far cry from the traditional social work approaches to probation and parole.

B. Delivering Appropriate Treatment and Work Training to Selected Parolees

The public seems to have isolated its fear and punitiveness to the violent, particularly sexual offender, and seems more willing to tolerate treatment programs for non-violent offenders, particularly substance abusers (Flanagan and Longmire 1996). Recent research reveals that the public favors both punishing and treating criminals, and their punitiveness tends to be reduced when they are provided with complex sentencing options and are informed about the high cost of incarceration (Applegate et al. 1996). A recent study found the public unwilling to tolerate regular probation for felons, but willing to tolerate, if not prefer, strict community based alternatives to prison when these sanctions are developed and applied meaningfully. For the crime of robbery with injury, for example, 50 percent of the respondents viewed a sanction between halfway house and strict probation acceptable. When the option of shock incarceration (prison followed by community supervision) is added, this figure rises to a full 63 percent (Sundt et al. 1998). The public seems open to tough community-based sanctions, and wants them to include both treatment and surveillance.

This softening of public attitudes seems to have resulted from knowledge about the high costs of prisons combined with emerging evidence that some treatment programs are effective, for some offenders, under certain empirically established conditions. This research has identified those principles that produce effective correctional interventions. The evidence indicates that well-designed and properly implemented programs incorporating these principles result in significant reductions in recidivism. The programs that are most successful include a strong behavior and cognitive skills development component (Andrews and Bonta 1994). Some of these programs have been effective in reducing the rearrest rates of parolees.

1. Drug and Alcohol Dependency Programs

A recent research summary of drug treatment effectiveness reported that a growing body of research shows that voluntary or mandatory drug treatment can reduce recidivism, especially when treatment is matched to offender needs (Prendergast, Anglin, & Wellisch, 1995). The most successful programs are based on social learning theory. These

“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

programs assume that criminal behavior is learned, so they try to improve offenders' interpersonal relations through vocational and social skill building, peer-oriented behavior programs, role playing and interpersonal cognitive skill training. Effective treatment programs must also continue assisting the offender for several months after program completion.

A program that attempts to do this, with noted success, is San Diego's Parolee Partner-

ship Program (PPP), which is part of California's statewide Preventing Paroling Failure Program. The San Diego program, begun in 1992, provides substance abuse treatment for parolees in San Diego County. A private vendor operates the program using principles of client selection, managed care, case management, and case follow-up. The vendor subcontracts to provide outpatient, residential and detoxification treatment services and facilities. Support services (e.g., education and vocation training and transportation) are provided directly by the vendor or through referral to other community resource agencies. Typically, the time limit is 180 days of treatment. The participant is then assigned a recovery advocate who motivates the offender to continue in treatment for as long as necessary and keeps the parole agent aware of the parolee's progress. The program served about 700 offenders in fiscal year 1995-96 at a total cost of about \$1.5 million (about \$2,100 per parolee).

An evaluation of the program shows that the PPP was successful with its target group which was characterized as a hard to treat group, who on average had used drugs for about 11 years. The percentage of parolees placed in the PPP who were returned to prison was nearly 8 percentage points lower than the return rate for the statistically-matched comparison group, and this difference was statistically significant (California Department of Corrections 1997). Los Angeles County operates a similarly successful program. The success of these programs motivated the California State Legislature to increase funding for parole substance abuse programs in 1998-2000.

2. Employment and Job Training

Research has consistently shown that if parolees can find decent jobs as soon as possible after release, they are less likely to return to crime and to prison. Several parole programs have been successful at securing employment for parolees.

The Texas Re-Integration of Offenders Project (RIO) began as a two-city pilot program in 1985, and has become one of the nation's most ambitious government programs devoted to placing parolees in jobs (Finn 1998c). RIO has more than 100 staff members and 62 officers who provide job placement services to nearly 16,000 parolees each year in every county in Texas (or nearly half of all parolees released from Texas prisons each year). RIO claims to have placed 69 percent of more than 100,000 ex-offenders since 1985.

RIO represents a collaboration of two state agencies, the Texas

Workforce Commission, where the program is housed, and the Texas Department of Criminal Justice, whose RIO-funded assessment specialists help inmates prepare for employment and whose parole officers refer released inmates to the program. As the reputation of the program has spread, the Texas Workforce Commission has developed a pool of more than 12,000 employers who have hired parolees referred by RIO.

A 1992 independent evaluation documented that 60 percent of RIO participants found employment, compared with 36 percent of a matched group of non-RIO parolees. In addition, one year after release, RIO participants had worked at some time during more three-month intervals than comparison group members had. During the year after release, when most recidivism occurs, 48 percent of the RIO high risk clients were rearrested compared with 57 percent of the non-RIO high risk parolees and only 23 percent of high risk RIO participants returned to prison, compared with 38 percent of a comparable group of non-RIO parolees. The evaluation also concluded that the program continually saved the State money, more than \$15 million in 1990 alone, by helping to reduce the number of parolees who would otherwise have been rearrested and sent back to prison (Finn 1998c).

These positive findings encouraged the Texas legislature to increase RIO's annual budget to nearly \$8 million, and other states, Georgia for example, to implement aspects of the RIO model.

New York City's Center for Employment Opportunities (CEO) project is a transitional service for parolees consisting of day labor work crews. Assignment to a work crew begins immediately after release from prison, and while it is designed to prepare inmates for placement in a permanent job, it also helps to provide structure, instill work habits, and earn early daily income (Finn 1998b). Most participants are young offenders, released from prison boot camp programs, and are required to enroll as a condition of parole. The descriptive evaluation of this program shows that young parolees associated with it are more likely to be employed, refrain from substance use, and participate in community service and education while in the CEO program.

3. Multi-Service Centers

The Safer Foundation, headquartered in Chicago, is now the largest community-based provider of employment services for ex-offenders in the U.S. with a professional staff of nearly 200 in six locations in two states. The foundation offers a wide range of services for parolees, including employment, educational and housing. A recent evaluation shows that Safer has helped more than 40,000 participants find jobs since 1972, and nearly two-thirds of those placed kept their jobs for 30 days or more of continuous employment (Finn 1998a).

Another highly successful program for released prisoners is operated by Pioneer Human Services in Seattle, Washington, a private, non-profit organization. Pioneer Services provides housing, jobs and social support for released offenders, but it also operates sheltered workshops for the hard-to-place offender. It is different from other social-service agencies in that its program is funded almost entirely by the profits from the various businesses it operates and not through grants. They place a priority on practical living skills and job training. Most of their clients are able to maintain employment either in the free market or for Pioneer Services, and the recidivism rates are less than 5 percent for its work-release participants (Turner and Petersilia 1996b).

There are parole programs that work. One of the immediate challenges is to find the money to pay for them. Martin Horn, currently Commissioner of the Pennsylvania Department of Corrections, suggests using offender vouchers to pay for parole programs. At the end of the prisoner's term, the offender would be provided with vouchers with which

he or she can purchase certain type of services upon release (e.g., drug and alcohol treatment, job placement, family counseling). Mr. Horn suggests giving \$2,000 in service coupons for each of the two years following prison release. The offender can then purchase the services he feels he most needs. Mr. Horn's cost benefit analysis for this plan for the state of New York shows that it could save about \$50 million per year—dollars that he says could then be invested in prevention programs instead of prison.

C. Intermediate Sanctions for Parole Violators

States are taking a new look at how they respond to violations of parole, particularly technical violations that do not involve, of themselves, new criminal behavior (Burke 1997). Several states are now structuring the court's responses to technical violations. Missouri opened up the Kansas City Recycling Center in 1988, a 41-bed facility operated by a private contractor to deal exclusively with technical violators who have been recommended for revocation. The pilot program proved so successful that the state took over operation and set aside a complete correctional facility of 250 beds for the program. Mississippi and Georgia use 90 day boot camp programs, housed in separate wings of the state prisons, for probation violators (for other program descriptions, see Parent et al. 1994). While empirical evidence as to the effects of these programs is scant, system officials believe that the programs serve to increase the certainty of punishment, while reserving scarce prison space for the truly violent. Importantly, experts believe that states with "intermediate" (non-prison) options for responding to less serious parole violations are able to reduce parolees' new commitments to prison, explaining the vast differences shown in Table 5.

D. "Neighborhood" Parole

One of the critical lessons learned during the past decade has been that no one program—surveillance or rehabilitation alone, any one agency, police without parole, parole without mental health, or *any* of these agencies without the community—can reduce crime, or fear of crime, on their own (Petersilia 1998a). Crime and criminality are complex, multi-faceted problems, and real long-term solutions must come from the community, and be actively participated in by the community and those who surround the offender. This model of community engagement is the foundation of community policing, and its tenants are now spreading to probation and parole.

This new parole model is being referred to as "neighborhood parole" (Smith and Dickey 1998), "corrections of place" (Clear and Corbett 1999), or "police-parole partnerships" (Morgan and Marrs 1998). Regardless of the name, the key components are the same. They involve strengthening parole's linkages with law enforcement and the community; offering a full-service model of parole; and attempting to change the offenders' lives through personal, family and neighborhood interventions. At their core, these models move away from managing parolees on conventional caseloads and towards a more activist supervision where agents are responsible for close supervision as well as procuring jobs, social support and needed treatment.

The "neighborhood parole" model has been most well thought out in Wisconsin, where the Governors' Task Force on Sentencing and Corrections recommended the program. Program proponents realize neighborhood-based parole will be more costly than traditional parole supervision, but are hopeful that reduced recidivism and revocations to prison will offset program costs. In 1998, the Wisconsin legislature allocated \$8 million to fund and evaluate two countywide pilot projects (Smith and Dickey 1998).

VII. Concluding Remarks

Nearly 700,000 parolees are now doing their time on U.S. streets. Most have been released to parole systems that provide few services and impose conditions that almost guarantee their failure. Our monitoring systems are getting better, and public tolerance for failure on parole is decreasing. The result is that a rising tide of parolees is washing back into prison, putting pressure on states to build more prisons, which in turn, takes money away from rehabilitation programs that might have helped offenders while they were in the community. All of this means that parolees will continue to receive fewer services to help them deal with their underlying problems, assuring that recidivism rates and returns to prison remain high, and public support for parole remains low.

This situation represents a formidable challenge to those concerned with crime and punishment. The public will not support community based punishments until they have been shown to work, and they won't have an opportunity to work without sufficient funding and research. Spending on parole services in California, for example, was cut 44 percent in 1997, causing parole caseloads to nearly double (now standing at a ratio of 82-to-1). When caseloads increase, services decline, and even parolees who are motivated to change have little opportunity to do so. Job training programs are cut, and parolees often remain at the end of long waiting lists for community-based drug and alcohol treatment.

Yet crime committed by parolees is a real problem and there is every reason to be skeptical about our ability to reduce it significantly. Early parole research did not reveal any easy fixes, and the current parole population is increasingly difficult and dangerous. The public is skeptical that the experts know how to solve the crime problem and have increasingly taken matters into their own hands. Corrections officials report being increasingly constrained by political forces, and no longer able to use their own best judgements on crime policy (Rubin 1997). State officials feel that even a single visible failure of any parole program could readily become a political disaster for the existing administration. One notorious case was that of Willie Horton and the Massachusetts furlough program. The press often publicizes such cases to feed the public's appetite for news about the failure of the criminal justice system. Such negative news, and the fear of such negative news, often precludes any innovative parole reform efforts.

The challenge is to bring greater balance to the handling of parole populations by singling out those offenders who represent different public safety risks and different prospects for rehabilitation. The pilot parole programs described in Section VI are the first step, but it would help considerably if rigorous impact evaluations were always conducted. We don't know with any precision what impact parole has on an offender's recidivism, or what supervision conditions are helpful to the reintegration process.

It is safe to say that parole programs have received less research attention than any other correctional component in recent years. A congressionally mandated evaluation of state and local crime prevention programs included just one parole evaluation among the hundreds of recent studies that were summarized for that effort (Sherman et al. 1997). The author of this article has spent many years contributing to the evaluation literature on probation effectiveness but knows of no similar body of knowledge on parole effectiveness. Without better information, it is unlikely that the public will give corrections officials the political permission to invest in rehabilitation and job training programs for parolees. With better information, we might be able to persuade the voters and elected officials to shift their current preferences away from solely punitive crime policies and towards a sanctioning philosophy that balances incapacitation, rehabilitation and just punishment.

By the year 2000, the United States is predicted to have a record two million people in jails and prisons and more people on parole than ever before. If current parole revocation trends continue, more than half of all those entering prison in the year 2000 will be parole failures. Given the increasing human and financial costs associated with prison, investing in effective reentry programs may well be one of the best investments we make.

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COGNITIVE-BEHAVIORAL (C-B) PROGRAMS are governed by a simple, straight-forward principle: thinking (internal behavior) controls overt actions (external behavior). Therefore, to promote behavioral changes, C-B programs target the subjects' thinking process. C-B programs have been proved particularly appropriate for juvenile offenders who are undersocialized. Lacking a repertoire of socially acceptable responses to their daily-life problems, these youth often resort to aggressive acts or withdrawn behaviors associated with drug and alcohol abuse. C-B programs emphasize self-management and choice, offering youth concrete and relevant skills necessary for behavioral change. The acquisition of C-B skills leading to prosocial interactions can be instrumental in helping teenagers and young adults get on track for healthy development and positive adult life.

The Theoretical Framework of C-B Interventions

Cognitive Behavioral theories (Beck, 1976; Ellis, 1962), also known as social cognitive theory (Bandura, 1986), argue that maladaptive behaviors, such as delinquency, result from a social learning process fed by negative interactions between the child and various environments, including the home, the school and the community. For many juvenile offenders, these learned antisocial thoughts and actions become the central means by which they cope with life. The behaviors are maintained by strong internal reinforcers, such as feelings of excitement, pleasure and power that offer immediate gratification. The immediacy and intensity of the gratification provides a stronger controlling force than the delayed negative consequences that the youth may face by "getting into trouble" and becoming involved in the justice system.

The learning process starts early in life, when the child is faced with parental practices that are negligent, inconsistent or coercive. Many times, these practices are associated to positive reinforcement of antisocial behaviors (e.g. the adults laugh or keep silent when their child is hitting another child). In such environments, the child learns that evasive or coercive behaviors are the way to survive and gain acceptance. When they enter school, children with maladaptive behaviors will likely be



Overview of Cognitive-Behavioral and Their Applications to Correctional Settings

BY JULIANA TAYMANS AND SONIA JURICH

rejected by teachers and prosocial peers. In response, the children will either isolate themselves or identify with peers who have similar behaviors and are equally rejected. Socially isolated and unable to adjust to teacher expectations and school regulations, the children start a cycle of academic and social failures that may accompany them through life (Kupersmidt, Coie, & Dodge, 1990; Patterson, DeBaryshe, & Ramsey, 1989).

Research shows that aggressive children, when compared to their prosocial peers, are more likely to misinterpret social cues and assume hostile motives in the behavior of others (Guerra & Slaby, 1989; Lochman & Dodge, 1994). They are also more likely to view aggression as an easier, effective and legitimate response to problems (Lochman & Lampron, 1986; Pakaslahti, Keltikangas-Järvinen, 1997). Research aggressive or withdrawn individuals of all ages shows that they often lack the ability to think through events and find a group of socially acceptable behaviors from which to choose before acting (Brochin & Wasik, 1992; D'Zurilla & Sheedy, 1992; Joffe, Dobson, Fine, Marriage, & Haley, 1990; Yoman & Edelstein, 1993). Approaches aimed to change delinquent behaviors must then focus on changing the youth's attitudes and beliefs about effective and accepted behaviors and on developing skills that can elicit and sustain socially accepted behaviors. According to the loci of intervention, C-B programs can be divided in two types: Cognitive Restructuring and Cognitive Skills Training.

Cognitive Restructuring Programs

The goal of cognitive restructuring programs is to change the antisocial beliefs, attitudes and mental habits that lead the youth to crime. Therefore, cognitive restructuring interventions address the deeper layers of the youth cognitive make-up, focusing not

on the actions, but on the content of their thinking. The premise of these interventions is that the way an individual thinks about an external event, not the event itself, triggers feelings that can lead to criminal acts (Bandura, 1986; Gibbs, Potter & Goldstein, 1995; Yochelson & Samenow, 1976).

Juveniles with antisocial beliefs easily employ a logic that allows them to believe they were right and justified in their criminal actions. For example, a juvenile on probation can hold the core belief that, "No one should be able to tell me what to do." Based on that belief, she thinks that, "It's alright to lie to my probation officer." When the probation officer conducts a regularly scheduled urine test the juvenile might think, "The PO is on a power trip; he has no right." This thought logically leads to feelings of anger and resentment. As a resulting action, the offender may choose to miss the appointment because (back to her core belief) "No one should be able to tell me what to do." According to this youth's network of beliefs, attitudes, thoughts and feelings, it makes perfect sense for her to miss the appointment. Four common distortions of criminal thinking are (Bandura, Barbaranelli, Caprara, & Pastorelli, 1996):

- *Victimization* - The offender blames others for crimes he commits. An example of victimization is the offender's justification in the case of a rape crime that, "She set me up."
- *Minimization* - The offender describes the crime as something that really does not hurt anyone. After stealing a high-priced item from a store an offender might justify the act by saying, "That store makes lots of profits, having one item walk out the door makes no difference."
- *Dehumanization* - Victims are perceived in stereotypical terms. This prevents the offender from identifying or empathizing with his victims. For the offender, "That bitch asked for it."

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- *Moral justification for antisocial acts* - Through cognitive reconstruction, criminal acts can be made to seem righteous. A drug dealer can claim, "I sell drugs at school to support my mother and sisters. The family depends on me."
- *Cognitive Self-Change* is a cognitive restructuring approach conducted as part of a group facilitation process that includes four steps (Bush, 1995): (1) pay attention to your thoughts and feelings; (2) recognize when your thoughts and feelings may lead you to do something hurtful; (3) find new ways to reduce risk; and (4) practice until you get good at it. Through these steps, the youth learns how to examine the thoughts, feelings and beliefs underlying the criminal act and the logic that justifies the act. With the assistance of the group facilitator, the youth chooses a replacement belief that leads to prosocial acts. For instance, the offender may want to change the belief, "I don't have to do anything I don't want to do," to a more mature and prosocial belief that "Everyone follows some type of rules." Once the offender can put the new thinking into practice in a group, specific practice is assigned outside of the group. This real life practice is supported by journal assignments and a report-back process.

The purpose of cognitive restructuring interventions is to empower youth to modify their cognition in order to begin to think rationally and to take responsibility for their feelings, thoughts and actions. However, changing attitudes and beliefs takes time, practice and support and cognitive restructuring interventions require more time and intensity of intervention than some correctional programs can offer.

Cognitive Skills Interventions

Cognitive skills instruction enhances social competence by developing offenders' repertoire of skills that they can use effectively across interpersonal situations. In contrast to cognitive restructuring interventions, cognitive skills approaches target actions (external behavior), rather than beliefs. The intervention is based on a task analysis of the actions and cognition necessary for successful performance of the targeted skill (Meichenbaum, 1977).

Ross and Fabiano (1985) identified a number of C-B skills needed by offenders, such as: (1) calculate the consequences of one's own behavior; (2) stop and think before acting; (3) have a social perspective; (4) comprehend the views of others; (5) self-monitor one's self-imposed goals; and (6) self-control. These specific skills are often included in curricula which address problem solving, social skills training, anger management, or empathy training. Problem Solving and Social Skills Training, two cognitive skills interventions frequently used in correctional settings, are briefly described below.

Problem Solving Interventions

Social problem solving skills deficit is a common finding in research with youth offenders. One salient reason for deficient problem solving skills is lack of appropriate role models that consistently engage in socially accepted problem solving. Many juveniles come from homes, communities and schools where unhealthy patterns of responses to problem situations are modeled. Other offenders, due to their cognitive structure, have not been open to learning prosocial responses (Lochman, 1992; Slaby & Guerra, 1988). Problem solving interventions teach the youth how to systematically approach, assess and solve interpersonal problems. They rely heavily on thinking and language skills and are most effective when taught and reinforced over an extended period of

time. These interventions involve a multi-step process, generally four to six steps, that include (D'Zurilla & Goldfried, 1977; Goldstein, 1988; Spivack & Shure, 1974):

Step 1. Recognize that a problem exists - To recognize that a problem exists the youth must learn how to interpret external and internal cues. External cues include both the communication (what is being said) and the metacommunication (the others' facial expressions, body language and tone of voice). Internal cues are one's own thoughts, emotions and physical reactions to the situation. These cues serve as warning signs that a problem situation is at hand. Youth with maladaptive behaviors either do not attend quickly enough to the cues or misinterpret them (Dodge, Price, Bachorowski & Newman, 1990; Hains & Ryan, 1983). Problem solving programs teach youths to identify the internal and external warning cues and to use them as stimuli to control their negative emotions and engage in effective problem solving steps.

Step 2. Define the problem and identify a goal - The problem definition requires an objective description of the situation to mitigate against distorted perceptions. Youth, particularly those with maladaptive behaviors, tend to focus on the transgressions of others, while minimizing their roles in the problem situations. To help youth to refocus, Taymans & Parese (1997) developed a problem statement formula which says, "I am/feel (insert a feeling) because (insert an objective description)." Thus, a problem statement could read, "I feel angry because my boyfriend did not come to see me on visiting day." This formula has a double advantage. First, it brings the focus of action back to the youth. Second, it limits the problem definition to a specific situation, rather than addressing global issues that can be daunting to solve. Once a problem is defined, the youth is ready to develop a simple, realistic and positive goal to solve the problem.

Step 3. Generate a variety of solutions - Spivack and Shure (1974) consider this step the most critical skill in problem solving. Developing a potential repertoire of responses to problems mitigates against the continued frustration of habitual maladaptive responses and may reduce impulsive or withdrawn behaviors. The generating solutions sub-skill is developed through brainstorming where the number of options is the most crucial variable. In some offender groups, it may be necessary to ensure that viable prosocial options are generated. For Coleman, Wheeler and Webber (1993), the quality and quantity of the proposed solutions can be used as an indicator of the success of problem solving instruction in changing thinking.

Step 4. Evaluate solutions - After possible solutions are generated, each solution must be evaluated in terms of the positive and negative consequences that can result if they are implemented. In selecting the most promising solution, the youth must consider the efficacy and feasibility of each one. The final choice should logically lead to attaining the goal selected without causing a greater problem. The solution should also represent an activity that the problem solver has the competence to enact (Kaplan, 1991).

Step 5. Make a plan - After the solutions are evaluated, the problem solver makes a step-by-step plan for enacting the solution. The plan should be practiced in group as well as tried in real life. Instructors can model the plan before the student tries it out in group.

Step 6. Evaluate the outcome - The final step in problem solving is to evaluate how the plan worked. Plans can fail for two basic reasons: the solution was not appropriate or an appropriate solution was chosen but not performed well enough for success. The evaluation step is a powerful learning tool for self-reflection, regardless of the results of the action.

Problem solving is a skill universally needed by children, adolescents and adults as a way to resolve conflict and to negotiate difficult situations to a safe and livable end. Research supports the use of problem solving interventions with troubled individuals, including high risk and incarcerated youth (Glick & Goldstein, 1995; Lochman & Dodge, 1994). Problem solving meshes well with cognitive restructuring by helping offenders identify thoughts and feelings that can serve as warning signs that they are about to lose emotional control. Yet, there are challenges to offering problem solving instruction. Problem solving can take longer to teach than other skill-based interventions. It can be challenging for some youth due to its heavy reliance on thinking and language skills. Evaluation of problem solving programs also require careful consideration of how to best assess changes in the youth's problem solving competence (e.g. observations, behavioral ratings, self-evaluation, institutional records).

Social Skills Intervention

Social skills are important prerequisites for youths' successful participation in social, academic and vocational experiences. A number of different social skill typologies relate to different age groups (Elliott and Gresham, 1993; Goldstein, Glick & Gibbs, 1998). Cartledge & Milburn (1996, p.15) define the following common elements of most social skill definitions:

Social skills as learned behaviors - Juveniles learn to engage in aggressive, destructive and self-defeating actions for a number of reasons. First, some youth never learned appropriate skills for dealing with the stress in their daily lives. Second, they may know how to engage in prosocial actions but their environment does not provide sufficient reinforcement. Third, the youth's cognitive structure or beliefs are such that prosocial actions do not provide self-reinforcement, thus decreasing motivation. In order to learn and use social skills, it is crucial for adolescents to observe others using these skills successfully. In addition, the skills taught must be valued and respected by those in the youths' environment.

Social skills as instrumental, goal-directed behaviors - Social skills are a way to achieve desirable ends. Thus, the purpose of a socially skilled interaction is to enable the enactor to elicit positive responses while minimizing negative responses from others. A youth's values, attitudes and beliefs are the foundation from which they decide what they want from an interpersonal interaction. For this reason, cognitive skills programs targeted for offenders often combine skills training with moral reasoning, or cognitive restructuring components (Bush, Glick, & Taymans, 1997; Goldstein, Glick, & Gibbs, 1998; Ross & Fabiano, 1985). The social skills learned must result in valued ends for the youth and the use of the skill must be reinforced.

Social skills as situation specific - Socially competent individuals are able to tailor the use of the skill to match the situation at hand. In other words, they know how to modify oral language, tone of voice and body language to match the event. For instance, the specific steps required to register a complaint can be the same, whether the complaint is given to a peer, supervisor or stranger. However, the words chosen and the amount of displeasure registered by voice tone and physical cues should differ from one situation to another for effectiveness. Youth need to learn to pay attention to the other(s) involved in the situation and the specifics of the surrounding environment (i.e., Is this a private or a public conversation?).

Social skills as involving both specific, observable behaviors and nonobservable elements - Social skills are taught as a series of specific steps

through the analysis of how competent individuals think and act when performing an interpersonal skill. Steps can be identified as either requiring nonobservable, thinking behaviors or observable behaviors in the form of overt actions. The result is that any social skill can be described and performed as a set of concrete, explicit, easy to follow steps. For example, Goldstein and Glick (1987) recommend the following steps for the social skill of Expressing a Complaint: (1) define what the problem is and who is responsible for it; (2) decide how the problem might be solved; (3) tell that person what the problem is and how it might be solved; (4) ask for a response; (5) show that you understand his/her feelings; and (6) come to agreement on the steps to be taken by each of you. Steps 1 and 2 are nonobservable thinking steps. For instructional purposes, they would be modeled and role played as "think aloud" steps. During the role play, the individual demonstrating the skill would verbalize the nonobservable behaviors to make them explicit and observable. Steps 3 through 6 are observable actions that can be demonstrated and observed in role playing or real life settings.

C-B skills programs use a direct instruction format guided by cognitive and behavioral learning principles. The instruction proceeds in five phases with the role of the facilitator tightly controlling the initial stages of the intervention. Once a skill is learned to initial mastery, the learner takes responsibility for using and adapting the skills learned to meet real-life demands. The five phases of a skill training intervention include:

Phase 1 - Provide objectives and establish the set - The facilitator states the objectives for the session, builds a rationale for the focus of the session and ensures that students are attending and ready to learn. Providing rationales and overviews and making connections with previously learned skills can be quickly accomplished and are particularly important for student motivation.

Phase 2 - Introduce and model the skill - The facilitator presents the skill step-by-step and demonstrates/models the skill. The skill should be presented both visually and verbally to assist students in identifying the skill steps as they are modeled. Students are asked to watch observable behaviors as well as to listen to instructor's self-talk or "think aloud", which demonstrate the thinking skill steps. According to Meichenbaum (1977), modeling provides a window on thinking processes and demonstrates how self-instructions can be used.

Phase 3 - Guide practice - Using a group format, the instructor has students tryout the skill. In social skills instruction, practice consists of students role playing the use of social skill steps in an everyday life situation. In contrast, during problem solving instruction, guided practice can be less action oriented, such as developing objective problem statements or brainstorming possible actions to be taken to solve a problem. In either case, initial practice is done in a group setting with the facilitator carefully monitoring performance.

Phase 4 - Check for understanding and give feedback - Without clear and explicit feedback, students can practice incorrectly or never be able to discriminate a skilled from an unskilled performance. Feedback should be immediate and specific. Students benefit from praise clearly targeted at what was done well and equally targeted corrective feedback followed by another chance to do it correctly.

Phase 5 - Extend practice and transfer of training - Independent practice is promoted through homework. Youths target specific situations where they can apply the skill outside of the group sessions. Goldstein, Glick, & Gibbs (1998) have devised simple homework forms to support various types of skills training. For example, students use "hassle logs" to identify and self-assess their reaction to conflict situations. These logs

are then used in class to provide further practice through role plays. Use of the skill outside the training environment is one of the greatest challenges to the effectiveness of C-B skills training.

Cultural Considerations in C-B Interventions

As previously discussed, attitudes, beliefs and ways of socially interacting are learned. The social learning histories that the juveniles bring to correctional interventions reflect multiple influences: self, home, school, community, and media, within one or more cultural contexts. For example, a teenage girl may attend a predominately African American school while negotiating the expectations of being the oldest female in a Latino family, at the same time that she belongs to a neighborhood gang. These multicultural influences shape her ways of perceiving, interpreting and interacting with others. Cultural influences do not determine people's actions, but they "most likely will affect the strategies they employ and the way they interact" (Cartledge, 1996, p. 15).

C-B interventions should foster multiculturalism, helping youth to identify and enact options that will result in successful interactions within their minority culture and the mainstream culture (Alexander, 1977). These options imply socially accepted skills, including language and interactional styles, which can be valued and respected by important persons in their multiple environments. Youth will be more willing partners in the C-B change process if the competence they possess in their own culture (or cultures) is recognized and respected, while a new, multicultural competence is developed. Some programs are specifically tailored for a particular cultural group and require a facilitator from that same culture, such as the White Bison substance abuse program for Native Americans (Coyhis, 1997). Other curricula use video tapes to offer social skill models that are gender and ethnic specific, but which can be delivered by a facilitator from another cultural group (Hammond & Gipson, 1995).

Basic Rules to Implement C-B Programs

Six key factors to be considered when implementing a C-B program are:

(1) *Program Session Intensity and Frequency* - The purpose of C-B programs is to bring about personal change. For many offenders this means modifying long developed, habitual ways of responding. Changes require time and ongoing support. Sessions must occur regularly, from two to three times a week, to allow momentum and develop a sense of group cohesion. Time between the sessions is also important, since offenders are given "homework" that requires them to directly apply what they learned in session. The structure of C-B sessions invites clearly focused interactions. Sessions must develop a format and cadence so that all involved expect to enter the session and address the work at hand. Once offenders buy into the purpose of the training, they become invested in learning about themselves.

(2) *Objective and Non-judgmental Interactions* - Instructors can best keep sessions productive by communicating with offenders in an objective and non-judgmental style. They must clearly identify rules, consequences and procedures at the start and consistently adhere to those rules. When conflicts arise, as they inevitably do, the instructor can depersonalize the conflict by referring to the already identified rules and consequences. The instructor is not exerting her power, but using procedures that have been proven to work. The offender is making a choice with clearly identified consequences that are not made up by the instructor, but are simply part of the program. Instructors are responsible for controlling the group process so that the offenders' attention can focus on the task at

hand—learning how to better manage their thoughts, feelings and overt actions. Instructors should also remain non-judgmental when group discussions focus on thinking processes and use of interpersonal skills. The instructor cannot preach, lecture or overtly present himself as a cognitive expert. The purpose is not to tell offenders how to think or act, but to give them ways of looking at their thinking and interactions to empower them to find more effective ways.

(3) *Interactive, Participatory and Cooperative Sessions* - C-B programs are different from traditional education programs in that the instructor takes the role of a facilitator who helps participants learn to be active decision makers. Information is presented to youth in small doses and in concrete language. Facilitators present key points, demonstrate the activity at hand, and ask questions to help offenders engage with the material in a thoughtful way. Offenders do most of the talking, and most interactions occur among offenders rather than between the instructor and the offenders. As group cohesion develops, the instructor acts more as a facilitator with offenders actively engaged in the program material and with each other. Both the content and processes of C-B programs directly teach offenders structured ways to express themselves, make choices and learn that they can positively control their lives. It is the quality of instructor messages, rather than the quantity of instructor verbiage, that undergirds program effectiveness.

(4) *Explicit Linking of Thinking and Behavior* - C-B programs help offenders become aware of their own thoughts and feelings and the associated actions which put them at risk for reincarceration or loss of privileges when incarcerated. Most automatic reactions and responses are connected to one's attitudes, beliefs and patterns of thinking. Once a juvenile is able to identify her own patterns of thinking, she can learn to control them. When she can control her thinking, she is able to control her life.

(5) *Transferable to Familiar, Real Life Situations* - The final challenge of any C-B program is to support these new ways of thinking and interacting in real life situations. To ensure that the youth uses the acquired skills outside the group sessions, C-B programs incorporate the following generalization components: (1) use of real life situations that the offenders are facing, have faced or anticipate facing; (2) repeated practice of the learned skills with the use of "homework" to help the offenders apply what they are learning in their everyday lives; and (3) ongoing support in the use of new skills outside of program sessions by all those involved with the offenders, including program staff, correctional staff, and family members.

(6) *Cognitive Interventions Should Be Systemic* - Cognitive programs demand a new self-awareness of all individuals who support cognitive change in offenders' lives outside of sessions. A facilitator cannot lead this type of intervention without examining her own ways of thinking and interacting. This growing awareness of one's own patterns of thought and action and the examination of ways to more effectively reach one's personal and professional goals have a positive effect in the overall work and training environment. Offenders must experience consistent, rehabilitative approaches across correctional settings and personnel. This consistency functions as systemic reinforcement that favors real change (Wright, 1997).

Thinking for A Change

The National Institute of Corrections (NIC) has supported the dissemination of information on cognitive-behavioral programs for the past ten years. In recognition of the need for a comprehensive program

applicable for adolescents and adults, the NIC supported the development of an integrated C-B program which incorporates cognitive restructuring, social skills and problem solving. This program is entitled *Thinking for A Change* (Bush, Glick & Taymans, 1997) and is comprised of 22 lessons. The program is currently being delivered in probation and detention programs in a number of locations throughout the country.

Conclusions

C-B programs aim to increase youths' awareness of self, others and the environment. This deepened awareness is combined with explicit teaching of interpersonal skills relevant to youths' present and future needs. The intervention mixes contextual instruction and related experiences so that youths are confident and motivated to use the prosocial skills they have learned when faced with intrapersonal and interpersonal problems. The juvenile offender is actively involved throughout the change process. The offenders are the ones responsible for changing their problem behavior. The programs simply provide them with the tools for change. Therefore, C-B programs can complement and reinforce other rehabilitative approaches, such as counseling and education (Glick & Sturgeon, 1998). However, C-B interventions are not a panacea. As Van Voorhis & Spencer (1999) observe, no single intervention will work for all types of criminal behavior. What intervention better works for whom is an important question when implementing programs in correctional settings.

Professionals implementing C-B interventions in correctional settings are challenged on many fronts. They must be skilled facilitators and enthusiastic trainers who believe in the youths' ability to change themselves. They must appreciate the youths' individual and cultural perspectives, while challenging participants in subtle ways to create some discomfort, without which there is little motivation to change. Because this process creates anxiety and anger in students, instructors must create a balance that maintains a safe and orderly environment, while allowing genuine expression of new insights. The level of skills and insight required to effectively implement such a program demands individuals who can manage youth and their behaviors without resorting to punitive or threatening techniques. Changing behaviors that have been learned throughout a youth's life requires long-term commitment and sustained energy. The results though are financially efficient and socially rewarding.

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CALENDAR OF EVENTS

2000-2001

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|----------------|--|------------|--|
| Sep. 2000 | National Alcohol and Drug Addiction Recovery Month , Contact Office of Communications and External Liaison, CSAT, SAMHSA at (301) 443-5052. | Oct. 2000 | Domestic Violence Awareness Month , Contact Cindy Newcomer or Debbie Reynolds at (800) 537-2238. |
| Sep. 12-16 | VOMA-17th Annual International Training Institute & Conference , Ramada Plaza West, Minnetonka, MN. Contact voma@voma.org or (904) 424-1591. | Oct. 15-27 | The National Council of Juvenile and Family Court Judges 2000 Autumn Programs , Reno, NV. Contact (775) 784-6012. |
| Sep. 17-19 | National Symposium on Racial Profiling , Northwestern University, Evanston, IL. Contact (800) 323-4011. | Oct. 16-20 | Probation & Parole Officers Training— Adult and Juvenile , Contact the Center for Public Administration and Public Policy at (330) 672-7148 or the College of Continuing Studies at (330) 672-3100. |
| Sep. 17-20 | North American Congress , "Building Partnerships, Finding Creative Solutions to Alcohol Abuse, Drug Abuse and Dependency," Las Vegas, NV. Contact Stout Solutions-Continuing Education, University of WI, 140 Vocational Rehab. Bldg., P.O. Box 0790, Menomonie, WI 54751-0790 or fax (715) 232-3385. | 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 . |
| Sep. 20-21 | The Australian Institute of Criminology , "Crime Mapping: Adding Value to Crime Prevention and Control," Adelaide, Australia. Contact e-mail conference@netinfo.com.au or phone (02) 6292-9000. | Oct. 22-25 | National Conference on Addiction and Criminal Behavior , St. Louis, MO, Marriott Pavilion Hotel. Contact GWC at 1-800-851-5406 or on-line, www.gwcinc.com . |
| Sep. 21-24 | Coalition for Juvenile Justice , "Mental Health and Juvenile Justice: A Recipe for Success," Radisson Hotel, New Orleans, LA. Contact (202) 467-0864 or email, info@juvjustice.org . | Oct. 22-25 | National Conference on Addiction and Criminal Behavior , Marriott Pavilion Hotel, St. Louis, MO. Contact GWC at (800) 851-5406. |
| Sep. 29-Oct. 4 | 6th Joint Conference on Juvenile Detention and Correctional Services , DoubleTree Hotel, New Orleans, LA. Contact (606) 622-6259 or visit www.njda.com . | Oct. 22-25 | International Association of Correctional Training Personnel (IACTP) 16th Annual Trainers' Conference , Regal Riverfront Hotel, St. Louis, MO. Contact Edward Wolahan (800) 995-6429 ext. 131 or e-mail ewolahan@bop.gov . |
| Sep. 25-27 | The AELE Workshop on Police Civil Liability and the Defense of Citizen Misconduct Complaints , Las Vegas, NV. Contact at (800) 763-3221. | Oct. 25-27 | 2000 National Training Conference for Criminal Justice and Community Leaders , Green Bay, WI. Contact Becky Murdock at (888) 370-1752, fax (920) 996-7181 or e-mail murdock@foxvalleytec.wi.us . |
| Sep. 28-Oct. 1 | National Conference on Preventing Crime , Grand Hyatt and Washington Center and Renaissance Washington D.C. Hotel, Washington, DC. Contact Maryann Hollis (703) 642-9385, fax (703) 642-9382 or e-mail Mhollis@windsor-inc.com for exhibit information. | | |
| Oct. 2000 | Crime Prevention Month , Contact 1-800-WEPREVENT. | | |

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.*

“Blazing New Frontiers in Justice”

IN THE MID-1800S THOUSANDS OF PIONEERS TRAVELED ACROSS THE OREGON TRAIL, BLAZING THEIR WAY TO NEW FRONTIERS. NOW, AS APPA TRAVELS TO OREGON FOR ITS WINTER TRAINING INSTITUTE, WE TOO ARE BLAZING NEW FRONTIERS— NEW FRONTIERS IN JUSTICE. JUST AS THE EARLY PIONEERS EQUIPPED THEMSELVES WITH THE APPROPRIATE SUPPLIES, YOU TOO MUST BE EQUIPPED. WITH OVER 50 EDUCATIONAL SESSIONS FOR ALL LEVELS OF EXPERIENCE, AN EXHIBIT SHOWCASE AND OPPORTUNITIES TO NETWORK WITH OTHERS IN THE FIELD, YOU WILL BE PREPARED TO BEGIN YOUR JOURNEY INTO THE NEW FRONTIERS IN JUSTICE.

Who Should Attend?

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

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

Benefits of Attending

- Choice of over 50 educational sessions
- Fresh, new ideas from well-known, national experts
- Innovative programming from all across the nation
- Participation in stimulating discussions with your peers
- Enhancement of your current abilities and qualifications
- Discovering “what works” from professionals in the field
- Networking with your peers and learn from their diverse experience
- Opportunity to view and compare the newest correctional products and services
- Increase of your current program’s effectiveness
- Exciting and fun social events

Where It All Happens

All APPA workshops, general sessions, exhibits and receptions will take place at Hilton Portland at 921 S.W. Sixth Avenue in downtown Portland, Oregon.

Activities at a Glance

Saturday, January 6

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

Sunday, January 7

9:00 a.m. - 8:00 p.m. Institute Registration
10:00 a.m. - 4:00 p.m. Exhibit Installation
1:00 p.m. - 5:00 p.m. APPA Board of Directors Meeting
4:00 p.m. - 7:00 p.m. Exhibit Viewing
7:00 p.m. - 8:30 p.m. Opening Session
8:30 p.m. - 10:00 p.m. Opening Reception in Exhibit Hall

Monday, January 8

7:30 a.m. - 5:00 p.m. Institute Registration
8:30 a.m. - 10:00 a.m. Plenary Session
10:00 a.m. - 1:30 p.m. Exhibit Viewing
10:30 a.m. - 12:00 p.m. Workshops
11:45 a.m. - 1:30 p.m. Lunch with Exhibitors
1:45 p.m. - 3:15 p.m. Workshops
3:30 p.m. - 5:00 p.m. Workshops
4:00 p.m. - 6:00 p.m. Reception in Exhibit Hall
7:00 p.m. - 11:00 p.m. APPA’s Gala Event: SwingFest at the Crystal Ballroom

Tuesday, January 9

8:00 a.m. - 5:00 p.m. Institute Registration
8:00 a.m. - 10:30 a.m. Continental Breakfast in Exhibit Hall
8:30 a.m. - 10:00 a.m. Workshops
10:30 a.m. - 12:00 p.m. Workshops
12:00 p.m. - 1:45 p.m. Lunch (on your own)
1:45 p.m. - 3:15 p.m. Workshops
3:30 p.m. - 5:00 p.m. Workshops

Wednesday, January 10

8:30 a.m. - 9:30 a.m. APPA Membership Meeting
9:45 a.m. - 11:15 a.m. Closing Session

Schedule is subject to change.

Workshop Schedule

Monday, January 7, 2001

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

- Operation Fox Watch
- New Framework for Juvenile Justice
- Blazing the Trail: Steps to Building a Community Justice System
- How Do We Measure Success?
- Victim Involvement at Parole Hearings
- Probation Domestic Violence Intervention Project: The New York Model
- Herding Cats

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

- The Challenge of Change—Developing a Template
- RADAR-A Management Tool Created by Staff, for Staff
- Effective Media Relations: Working with (not Against) the Media
- Juvenile Detention Reform: It's Everybody's Business (Part I)
- Numbers, Numbers Everywhere! How am I Ever Going to Get Anywhere?
- Criminal Conduct and Substance Abuse Treatment
- Traumatic Grief: The Aftermath of Homicide

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

- First Nations Assist with Parole Decision Making
- Restorative Justice: Principles, Practices and Implementation
- Juvenile Detention Reform: It's Everybody's Business (Part II)
- Options to Anger
- Supervision of the Substance Abuser
- In the Wake of the Rapist
- Officer Safety and Building Partnerships

Tuesday, January 8, 2001

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

- Oregon Community Corrections, a Unique and Progressive Experiment
- Spousal Assault Risk Assessment-SARA (Part I)
- Toolbox for Implementing Restorative Justice and Advancing Community Policing
- Cognitive Reflective Communications—Moving it Outside the Classroom!
- Strength-Based Practice for Probation and Parole
- The Neighborhood Concept in Juvenile Community Corrections
- Victim Services in Juvenile Corrections

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

- Spousal Assault Risk Assessment-SARA (Part II)
- Responding to Critical Incidents
- Implementing Performance Measures in a County System
- Paradigm for Change: Applying Effectiveness to Treatment Services in the Juvenile Justice System
- Building Blocks Toward a Vision of Restorative Justice
- Supervising Drug Offenders in the Community: The Challenges, Risks and Solutions
- The Impact of Probation and Parole Violators on Correctional Populations: New Data from the Bureau of Justice Statistics

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

- Managing the Release of High Risk Dangerous Offenders—the Canadian Experience
- Evolution or Revolution: Outcomes-Based Planning and Budgeting for Juvenile Crime Prevention
- Implementing Performance Measures in a TOAD System
- Managing a High Risk Time for a High Risk Offender: Continuity of Addictions Treatment from Custody to Community
- Overview of the Office for Victims of Crime
- Structured Decision Making for Youth
- The National Law Enforcement and Corrections Technology Center: Coming to a Region Near You

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

- Preparing for the Unexpected—"Arrest Scenario Training"
- The Adult Probation Absconder Apprehension Initiative
- Making a Difference through Early Intervention
- Cyber Crime Awareness Workshop for Probation and Parole Officers
- Unifying a Juvenile and Adult State Correctional Treatment System: Ten Years of Policy Development and Interagency Efforts
- Managing Sex Offenders Using a Multidisciplinary Approach: The Polygraph Exam
- The Community Assessment Center Concept: A Multi-agency Approach in the 21st Century

Register Online!

VISIT OUR WEBSITE AT
WWW.APPA-NET.ORG

AND REGISTER ONLINE
IT'S FAST, SAFE AND FUN!

Registration Information

Three Ways to Register!



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



By Fax — For your convenience, when payment is by credit card, you may fill out the APPA registration form and fax it to: (859) 244-8001, Attention — APPA Institute. All registrations faxed by December 15, 2000 will be confirmed by mail.



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

All registrations received by December 15, 2000 will be confirmed by mail.

Payment Information

Payment in full for all Institute activities must accompany your registration form. Check, money order, VISA, Master Card or American Express are accepted as payment for the Institute's registration fees. Sorry, credit cards or purchase orders will not be accepted as payment for the Gala Event — checks only please. Checks must be made out to the American Probation and Parole Association and payable in U.S. dollars. Payments received in Canadian dollars will be invoiced for the conversion difference plus a \$10 service fee. Registrations postmarked on December 16, 2000 or later are not eligible for the early registration fee and must include the regular registration fee.

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

Lodging Information

All Institute activities will take place at the Hilton Portland. Special lodging rates are available for APPA Institute attendees at a rate of \$77 single and \$87 double occupancy. To make reservation please call the Hilton Portland direct at (503) 499-4244 or the Hilton Reservation Worldwide at (800) HILTONS. When making reservation by phone, please state that you are attending the APPA Institute to receive these rates. Reservations can also be made online at www.hilton.com/reservations/reserv.html?hotel=PDXPHHH. To receive group rates enter "APP" in the Group Code section of the online registration form.

Reservation require a deposit equivalent to one nights room and tax. Refunds will be made only when cancellations are received at least 48 hours prior to scheduled arrival date. **The deadline to receive these lodging rates is December 5, 2000.** With record attendance levels expected, you are encouraged to make your reservations early. Questions about accommodations should be directed to the Hilton Portland. APPA is not responsible for lodging reservations and cannot ensure availability.

Transportation Information



Your Ticket of Savings!

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

Delta Bonus Discounts!



Delta Air Lines is offering the following savings to and from the APPA Winter Institute when you purchase your ticket:

More than 60 days before the Institute

- 15% off regular coach tickets
- 10% off non-refundable tickets

Less than 60 days before the Institute:

- 10% off regular coach tickets
- 5% off non-refundable tickets

For Delta Air Lines call: 1-800-241-6760

Refer to file number: **DMN167057A**

Note If confirming reservations directly with your travel agent, please instruct them to call Delta Airlines to register the reservation to file number **DMN167057A**.

United Airlines Bonus Discounts!

United Airlines is offering a 5% discount off the lowest applicable discount fare (including First Class) or a 10% discount off full fare unrestricted coach fares, purchased 7 days in advance. An additional 5% discount will apply when tickets are purchased at least 60 days in advance of your travel date.

Call United's Specialized Meeting Reservations Center at (800) 521-4041 to obtain the best fares and schedule information. Make sure you refer to Meeting ID Number 592XA. Reservation agents are on duty seven days a week from seven a.m. to 12:00 midnight EST.

Carlson Wagonlit Travel

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



Carlson Wagonlit Travel
(800) 445-0419

5:30 a.m. - 8:30 p.m. EST, Monday-Friday
Identify that you are attending the APPA Institute to obtain special airfares.

Cancellation/Refund Policy

A full refund, less a \$50 processing fee, is available until December 15, 2000. **No refunds are available after December 15, 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 December 15, 2000. Registrations are not transferable.

Registration Form

APPA Winter Training Institute January 7-10, 2001

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

Last Name: _____ First Name: _____

Title: _____

Agency/Organization: _____

Business Telephone: _____ Business Fax: _____

Address: _____

(location where confirmation should be sent)

City: _____ State: _____ Zip: _____

Email Address: _____

Registration Fees

<i>Includes general sessions, exhibit receptions and workshops. (All fees are per person.)</i>	Early Rate On or Before Dec. 15	After Dec. 15	Amount
Member of APPA To qualify for this rate you must be a member of APPA. <input type="checkbox"/> APPA Member - Please indicate your membership category and your membership number. <input type="checkbox"/> Individual member <input type="checkbox"/> Agency member Membership # _____ - _____	\$260	\$295	\$ _____
Non-member If you are not a member of APPA, you are required to pay the regular registration fee. Memberships will be verified.	\$305	\$340	\$ _____
Family Registration This rate is available to immediate family members not employed in the corrections field. Allows entry into general sessions, exhibit receptions and workshops. Specify Family member's name _____	\$50	\$50	\$ _____
APPA Membership One year of individual membership. <input type="checkbox"/> New Member <input type="checkbox"/> Renewal	\$35	\$35	\$ _____ <small>61-16-00-1000-4020</small>
Grand Total Enclosed			\$ _____ <small>61-16-00-2059-4401</small>
Is this your first attendance at the APPA Institute? <input type="checkbox"/> Yes <input type="checkbox"/> No			

Payment

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

Charge to: ☐ VISA ☐ MasterCard ☐ American Express

Card Number: _____

Expiration Date: _____

Signature: _____

Date: _____

Special Assistance

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

Confirmation/Refund Policy

A full refund, less a \$50 processing fee, is available until December 15, 2000. **No refunds are available after December 15, 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 December 15, 2000.

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

Highest Level of Education

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

Geographical Area

- ☐ Urban
- ☐ Rural

Gender

- ☐ Male
- ☐ Female

Professional Category

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

Race/Ethnicity

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

Mark all Expenses that are Reimbursed

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

Mark Past Attendance at APPA Annual Institute

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

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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