

PERSPECTIVES

the journal of the American Probation and Parole Association



Volume 26

Number 4

Fall 2002

GEOGRAPHIC

ANALYSIS

America's Most Wanted



So reliable, the Toughbook's
at the top of everyone's list.

There's a new sheriff in town. The Panasonic Toughbook®. With the industry's highest reliability rate, it's strong enough to take on man, beast, nature, even desk duty. And never need a coffee break. Because Panasonic has built the industry's most reliable notebook computers for over 15 years. We even build most of the critical components ourselves. So with a Toughbook on patrol, the streets are a safer place.

Call or visit our website for more information on Panasonic's full line of Toughbook notebook PCs featuring innovative technology such as integrated wireless, touchscreen and daylight-readable LCDs.



Mobile Data Wireless
Display (MDWD) with
Toughbook 07 in holster



Toughbook 01
wireless handheld PC



Permanent Display
Removable Computer
(PDR)

1.800.662.3537 • www.panasonic.com/toughbook



Panasonic
TOUGHBOOK®

Computers for the Outside World™

Intel, the Intel Inside Logo and Pentium are trademarks or registered trademarks of Intel Corporation or its subsidiaries in the United States and other countries. Toughbook notebook PCs are covered by a 3-year limited warranty, parts and labor. © 2002 Matsushita Electric Corporation of America. All rights reserved.

Please circle #53 on the reader information card

PRESIDENT'S MESSAGE

Greetings!

I hope everyone had a good summer and took the opportunity for some sort of vacation or time away from your workplace. I heard once in a management seminar that everyone should strive to take three different kinds of vacations a year. The first with your family, the second with your spouse or significant other, and the third by yourself. Of course, each doesn't have to be an extravagant trip or excursion, just time to be away and make sure you have balance in your life. We all work very hard in this business, so we need to take time to enjoy our lives also. Remember, we come to work to make a living, not a life!

This is a very difficult time across the country as many agencies and departments are struggling with budget cuts impacting agency decisions. Many jurisdictions have experienced significant reductions in their budgets even to the point of furloughs and staff lay-offs. During these times, it becomes even more important that probation, parole and community corrections establish itself as one of the most cost effective and viable options for the legislature, courts and the entire criminal justice field. We must establish our credibility and maintain the highest levels of performance if we are to continue to prosper in this ever changing environment of politics and deficits.

We must demonstrate and convince the public, the courts and the legislature, we are the leaders of "what works" and "best practices" in the criminal justice arena. Each day as I witness and receive information about activities that probation and parole officers are involved in with their communities, I am amazed and humbled to be affiliated with such great leaders and noble citizens. I truly wonder if the average American knows the valuable assets that exist in their communities or understand the extent in which our officers contribute to the daily issues surrounding public safety and sense of community throughout the country. I seriously doubt if they do! How many every day citizens would know that during times of disaster across the country, the heroes out on the front lines have included our officers. Many officers have participated in numerous work efforts, from the floods in the Carolinas to Dakotas, to the bombings in Oklahoma City, New York and Washington, DC. These officers have played a key role in public safety and work beside the law enforcement and fire and rescue crews to combat natural disasters like the tornadoes in Oklahoma to the forest fires of Arizona. Each of you should be very proud, as I know you are, to be part of a group of unique, elite individuals who serve everyday as dedicated public servants who care very much about the communities in which they live and work. This is true leadership and should be recognized each day and everyday and not just during a week that is set aside each year. That may be a designated special week, but these officers are special everyday.

I would be remiss if I did not recognize and congratulate the National Institute of Corrections, the Council of State Governments, the members of Probation and Parole Compact Administrators Association and all others who worked so diligently for the past three years to effect the passage of the new Interstate Compact. From Colorado, as the first state signing the legislation into law on April 10, 2000, to the 35th state signing by Pennsylvania on June 19, 2002. Kermit Humphries is to be commended for his unwavering commitment to this project and his undying dedication to seeing it become a reality. Congratulations to all involved. We look forward to the work ahead. Have a great fall and autumn season.



Kathy Waters

A handwritten signature in cursive script that reads "Kathy Waters".

EDITOR'S NOTES

Welcome to *Perspectives*! This issue contains a variety of articles that continue to demonstrate the incredible vitality of our field. Our cover article by Keith Harries describes a collaboration between the Maryland Division of Parole and Probation and the University of Maryland, Baltimore County. The project explored the uses of geographic information systems or GIS in the management of probation and parole. The project demonstrates how GIS can convert a simple map from a "static curiosity" to a powerful, dynamic management tool. The police, led by the COMPSTAT revolution in New York City, have embraced crime mapping and this article begins to show how we can use GIS to manage more effectively and reap similar benefits.

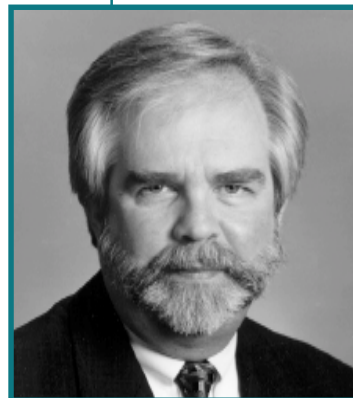
In her article about the Washington Association of Juvenile Court Administrators' project to implement the 'What Works' practices, Marilyn Van Dietsen describes an effort that is unique and admirable in many ways. Rather than taking the easy way out by adopting the "get tough on juvenile crime" approach, the Association embraced the research and best practices literature and implemented it statewide. This approach involved collaboration with the academic community, building organizational capacity for change, securing additional resources, and conducting extensive training of staff to ensure that the research-based practices were implemented correctly. We look forward to hearing about the results of this project in the future.

The complexities of public policy on sentencing and parole are illustrated in Anne Morrison Piehl's article on the Massachusetts experience with inmate release. In this case, the popular policy was adopted — truth in sentencing. That policy, whose intent was to get tough on crime, had the opposite effect by increasing the number of offenders released into the community without supervision. Additionally, sentencing practices have resulted in inmates being released to probation supervision in overcrowded probation caseloads. The not surprising result of releasing inmates directly into the community or to overburdened probation officers is increased arrests. This article demonstrates the need for rational, comprehensive public policies that provide for planned release from custody and post release supervision to protect the community. In the last issue of *Perspectives*, the article by Bureau of Justice Statistics staff Hughes, Wilson and Beck article showed that discretionary parole release with supervision was more effective in reducing recidivism. Let's not throw the parole supervision "baby" out with the parole release "bath water"!

The best practices theme continues with Torbet and Griffin's article about the new edition of the *Desktop Guide to Good Juvenile Probation Practice*. This document represents a significant revision and substantial expansion of the original guide. It was developed with a great deal of direct involvement from juvenile probation professionals, including APPA. I have seen the new Guide, and all I can say is "get a copy!" If you work in juvenile probation, you should not be without it.

I will close this note with our congratulations to the entire adult Interstate Compact community. On June 19, Pennsylvania became the 35th state to enact the new adult compact into law. With that act, the new compact became effective. A series of activities are now underway to establish the necessary governing structures and regulations to implement the new compact. A particular note of congratulations and thanks must go to the National Institute of Corrections and Kermit Humphries (also a *Perspectives* Editorial Committee member), and the Council of State Governments and John Mountjoy for their tireless efforts in getting the compact revised and passed. And let's not forget APPA's efforts in this area. It's just another example of the excellent work that your association does everyday on your behalf.

We hope you enjoy this issue. Please take the time to let us know, whether by mail, e-mail or in person at one of the Institutes. We'd love to hear from you!



William Burrell

Editorial Committee

William Burrell, Chair
Chief of Supervision Services
Administrative Office of the Courts
P.O. Box 987
Trenton, NJ 08625
(609) 292-8925

Kermit Humphries
Correctional Program Specialist
National Institute of Corrections
320 1st Street NW
Washington, DC 20534
(202) 514-0118

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

Edward E. Rhine, Ph.D.
Special Projects Administrator
Division of Parole and Community Services
Ohio Dept. of Rehabilitation and Correction
1050 Freeway Drive N
Columbus, OH 43229
(614) 995-3599

Faye S. Taxman, Ph.D.
Director
Bureau of Government Research
Professor
Dept. of Criminology & Criminal Justice
Room 2220, LeFrak Hall
University of Maryland
College Park, MD 20742-8235
(301) 405-4781



FEATURES



- 22** **DESKTOP GUIDE TO GROUP JUVENILE PROBATION PRACTICES**
by Patricia Torbet and Patrick Griffin
- 26** **APPLICATIONS OF GEOGRAPHICAL ANALYSIS IN PROBATION AND PAROLE**
by Keith Harries
- 32** **INMATE REENTRY AND POST-RELEASE SUPERVISION: THE CASE OF MASSACHUSETTS**
by Anne Morrison Piehl, Ph.D
- 40** **IMPLEMENTING BEST PRACTICES: A STORY FROM THE FIELD**
by Marilyn Van Dielen, Ph.D

DEPARTMENTS

- 3** **PRESIDENT'S MESSAGE**
- 4** **EDITOR'S NOTES**
- 10** **NIC UPDATE**
- 16** **TECHNOLOGY UPDATE**
- 19** **SPOTLIGHT ON SAFETY**
- 47** **CALENDAR OF EVENTS**

PLUS!

- 12** **Corporate Member Roster**
- 13** **Corporate Spotlight – Securicor EMS**
- 14** **APPA Professional Development**
- 14** **Associate Member Roster**
- 15** **APPA News**
- 18** **APPA Share the Vision**
- 20** **Call for Presenters – APPA'S 28th Annual Training Institute**
- 21** **2003 APPA Winter Training Institute**

*Juveniles don't stay in one place.
Why should their cases?*



The better you can track kids in the juvenile justice system, the better your chance of helping them become productive members of society.

The Juvenile Case Management System (JCMS) from Case Management Systems integrates multiple locations within juvenile justice, linking individuals, agencies, and organizations in a wide range of jurisdictions.

Jurisdictions can share information with the many agencies and organizations that need to track youths. The JCMS runs across the Internet as well as on individual or networked computers, all via the same interface. You can even carry your case load with you using JCMS Palm.

*Carry your case load with you,
updating the information when and
where it's convenient.*



208-426-8217 • www.casemanagementsystems.com • info@casemanagementsystems.com

Please circle #23 on the reader information card

Editorial Committee

William Burrell, *Chairman*

Kermit Humphries

Arthur J. Lurigo

Edward Rhine

Faye S. Taxman

Executive Committee

Kathy Waters President

Ray Wahl Past President

Andrew Molloy President-Elect

Sheryl Zuna Vice President

Scott Taylor Treasurer

Dennis McFarland Secretary

Gary Yates At-Large Member

Rick Zinsmeyer At-Large Member

Donald Evans At-Large Affiliate

Carl Wicklund Executive Director

Production Staff

Susan Meeks Production Coordinator

John R. Higgins Graphic Designer

Diane Kincaid Editorial Assistant

Services Directory

General (859) 244-8000

General Institute (859) 244-8204

Resource Expo (859) 244-8205

Legislative Information (859) 244-8196

Membership (859) 244-8207

Perspectives Advertising (859) 244-8205

Publication Orders (859) 244-8207

Request for Training (859) 244-8211

Communications should be addressed to:

American Probation and Parole Association

c/o The Council of State Governments

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

Fax: (859) 244-8001, E-mail: appa@csg.org

Website: www.appa-net.org

Published four times annually by APPA through its
secretariat office in Lexington, Kentucky.
ISSN 0821-1507



Copyright 2002

The Council of State Governments

APPA *We see a fair, just and safe society*

vision
vision
vision

where community partnerships are

restoring hope by embracing a

balance of prevention, intervention

and advocacy.

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;

Primary prevention initiatives are cultivated through our leadership and guidance;

Our communities are empowered to own and participate in solutions;

Results are measured and direct our service delivery;

Dignity and respect describe how each person is treated;

Staff are empowered and supported in an environment of honesty, inclusion, and respect for differences; and

Partnerships with stakeholders lead to shared ownership of our vision.

APPA is an affiliate of and receives its secretariat services from the Council of State Governments (CSG). CSG, the multibranch association of the states and U.S. territories, works with state leaders across the nation and through its regions to put the best ideas and solutions into practice.



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 a hard copy, to Production Coordinator, *PERSPECTIVES* Magazine, P.O. Box 11910, Lexington, KY, 40578-1910, or can be emailed to smeeks@csg.org in accordance with the following deadlines:

- **Spring 2003 Issue – November 11, 2002**
- **Fall 2003 Issue – May 20, 2003**
- **Summer 2003 Issue – February 19, 2003**
- **Winter 2004 Issue – August 21, 2003**

Unless previously discussed with the editors, submissions should not exceed 10 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.

Reprints and back issues. To order back issues, single copies of articles or reprints of articles in quantities of 100 or more, please call (859) 244-8207.

Reprint permission. Direct requests for permission to use material published in *PERSPECTIVES* in writing to the Production Coordinator.

New Interstate Compact for Adult Offender Supervision Legally Takes Effect

The Interstate Compact For Adult Offender Supervision has crossed the enactment threshold in just the third legislative session that states have had opportunity to consider it. On June 19, 2002 it became law in Pennsylvania and Alaska. Enactment by these states raised the total to 36, one beyond the number required for the compact to become effective. While we anticipate approximately 40 member states by the end of 2002 legislative sessions – and more next year – by reaching 35 states we know that the new compact is now legally in the process of taking effect among those states that have chosen to become members.

The existing compact is 65 years old and functionally outdated. The public has benefited greatly from individual efforts by compact administrators despite limitations inherent to the existing adult supervision compact. With the new compact, the enhanced legal authority and organizational capacity will empower administrators and agencies to more effectively govern the interstate movement of offenders in this age of modern transportation and communications technology. Some of the distinctives include:

- Victim representatives have participated at every stage of planning and implementation, and will be an ongoing voice in the operation of the new compact. One of the clear messages received at public hearings is that when interstate supervision is involved, victims need and want information about where the person is that victimized them, they sometimes have safety concerns when the offender returns and they have not been notified, and they often have restitution or other monetary issues that are complicated by out of state supervision. Victims have generally not been afforded information or opportunity for input in the past, but their concerns will now be heard at State Councils and as ex-officio members of the Interstate Commission.

- Each state must have a State Council which is comprised of the compact administrator, a victim's representative, representatives from each branch of state government, and any other members that a state chooses to include. Each state will define the role and responsibility of their State Council, but at minimum they will provide oversight and advocacy regarding their state's interstate supervision policies and activities.
- The commissioner from each state will have one vote at the Interstate Commission, the organization comprised of states that have enacted the new compact. The Commission is required to develop interstate rules that will become effective following a one year transition period. While many of the rules adopted are likely to look similar to what now exists, some existing rules are certain to be amended or deleted and others are certain to be created from scratch. The degree of rule similarity or differences from what currently exists will be the product of decisions made collectively by member states as they exercise Commission rule making authority.
- Each state is obligated to financially support the Commission, which will employ staff and operate a system of year round support and services.
- Accountability by states will be enhanced through new enforcement provisions included in compact language.
- A web based information system will be developed that will expedite transfer of supervision requests and case information, permit auditing for compliance with agreed upon time lines, and make possible an accurate compilation of relevant interstate data.

The first Interstate Commission meeting is expected to be held in November 2002. However, much must be accomplished during the interim so that state commissioners are positioned to

effectively begin their work:

- The National Institute of Corrections (NIC) Information Center has been completing analysis of a data survey regarding the numbers of adult parolees and probationers under interstate supervision, staff support within state compact offices, and related issues.
- A document has been distributed to assist states with activities and responsibilities related to getting started as a member state; including such things as naming members and working with State Councils, appointment and duties of the commissioner, and so on.
- A planning group met involving staff from NIC and the Council of State Governments (CSG), and eight agency heads or administrators from states having already enacted the new compact. A number of activities were identified that will help position Commission members to be more effective at their first meeting. Completing these activities will require NIC/CSG seeking information from state commissioners and others.
- Start-up activity is expected soon in the development of the web based information system. NIC will work closely with the agencies developing this system.

While we have reached the point that the new compact is taking effect, it is important to be assured that there will not be a sudden gap in services. Parole and probation officers have expressed practical concerns similar to the following: "What if my state is a member of new compact and it makes sense for my probationer to reside in a state that has not adopted the new compact. Can it be done?" There are a number of conditional and technical answers to questions of this nature. However, the important response is that there are ways to deal with these concerns in the short term if states and agencies want to. Most

BY KERMIT HUMPHRIES

people think that all states will find it in their best interests to become members of the new compact fairly quickly. "Transition" is the term that is being used to describe the phase of moving from the outdated 50 state compact to the new compact - hopefully again with a 50 state membership. During transition you are obligated to continue supervising current parolees and probationers on behalf of other states and you will not have to recall your people from their residences in other states. At least initially you will still be able to request supervision from any state. The transition phase certainly will not be without its challenges, but reasonable solutions are achievable in the interests of public safety and management of these offenders. You should contact your state compact administrator or deputy compact administrators for policy and procedure direction in your state. They have resources at their disposal, including NIC, CSG, and soon, staff to the Interstate Commission itself.

The Interstate Compact for Adult Offender Supervision did not just happen, and it is not the product of a whim. It is the result of long felt frustration by parole and probation officers and administrators around the country concerning the need to effectively manage adult offenders who cross state lines. Compact administrators and state policy makers came to NIC in 1997 requesting assistance. The NIC Advisory Board convened an ad-hoc committee that conducted a survey and public hearings. They identified the ability of states to manage the process as the primary issue to be resolved before anything else was attempted. One ad-hoc member commended the field for holding things together as well as they had given the limitations of their legal authority and resources, but termed the old compact a "toothless tiger." An advisory group with members from all areas of corrections considered five options and determined that the only way to attain long term change would be to replace the existing compact with one commanding resources and authority (teeth). A broader membership was drawn on to draft the replacement compact; and 261 agencies, individuals and associations were provided opportunity for critique, recommendation and comment. Changes were made by the drafting committee as a result of the critique, and legislative briefings were conducted concerning the final product. The compact was passed by nine states in 2000, 16 states in 2001, and in 2002 it has been enacted by enough states for it to become effective in all member states - a number anticipated to be about 40 by the completion of this year's legislative sessions.


While this space is referred to as the "NIC

Update," it is important to acknowledge that many are responsible for the enactment of the new compact. Parole and probation practitioners and administrators have been active supporters and contributors at each stage. The past six presidents of the Parole and Probation Administrator's Association (PPCAA) have been actively involved, as well as many others within their organization. CSG has been an excellent partner with NIC in the drafting, passage and now implementation phases. The leadership of APPA has been unwavering in their support, and Executive Director Carl Wicklund has been an insightful contributor at each and every stage. Victims of crime and their representatives have been fervent in their support and activity. Other organizations and individuals have stepped forward whenever asked. In short, we have experienced an excellent, collaborative effort by people in our field who identified a problem and were willing to work on a solution.

As we celebrate our success and enjoy the prospect of states' enhanced ability to manage the

interstate movement of adult parolees and probationers, it is important to recognize that there are many difficult choices to be made by the Interstate Commission, and practices in the field will inevitably be altered in some manner. Change is not always comfortable. But the value of interstate cooperation is the achievement of shared goals, and our ultimate responsibility is to protect the public to the greatest extent possible. States are now in a position to manage these responsibilities in a modern era through the Interstate Compact for Adult Offender Supervision. NIC continues to be a source of assistance to states - both those that have not yet enacted the new compact, and those in the process of preparing for Interstate Commission participation. □

Kermit Humphries is a Program Specialist with the National Institute of Corrections, Community Corrections Division in Washington, D.C.



Advanced Software

COMPAS

Risk & Needs Assessment Software


Validated Local Norming Scalable Automated

Drug Court Case Management Software

CCAMIS

Flexible Field Tested Comprehensive Adults or Juveniles

Correctional Planning and Software Solutions that Work



Integrated Software Suite

Circle # 43 on the information card.

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.



BI Incorporated

Monica Uhlenberg
Marketing Communications Manager
6400 Lookout Road, Suite 101
Boulder, CO 80301
Phone: (800) 241-2911
Fax: (303) 218-1250a
Email: monica.uhlenberg@bi.com
Website: www.bi.com



National Curriculum and Training Institute

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



SecurityLink / ADT

James Walker
National Sales Manager
111 Windsor Drive
Oakbrook, IL 60523
Phone: (630) 573-1863
Fax: (630) 573-8007
Website: www.securitylink.com



Loryx Systems, Inc.

Cindy Fraleigh
Director of Sales
395 Oyster Point Blvd., Suite 140
South San Francisco, CA 94080
Phone: (650) 872-5000
Fax: (650) 873-7194
Email: info@loryxsystems.com
Website: www.loryxsystems.com



Roche Diagnostics Corporation

Keith Snyder
Product and Marketing Manager
9115 Hague Road
Indianapolis, IN 46250
Phone: (800) 428-5074 ext. 3904
Fax: (317) 521-4295
Email: Keith.Snyder@Roche.com
Website: www.onsite-dat.com



Securicor EMS

Michael O'Donnell, Ph.D
President/CEO
30201 Adventura
Rancho Santa Margarita, CA 92688
Phone: (949) 635-1600
Fax: (630) 635-1627
Website: www.securicor/ems

For more information on corporate membership, please contact:

Susan Meeks, APPA
c/o The Council of State Governments
P.O. Box 11910
Lexington, KY 40578-1910
(859) 244-8205 Fax (859) 244-8001
Email: smeeks@csg.org

Securicor EMS

Raising Standards in Offender Monitoring

Securicor EMS is a top-3 provider of electronic monitoring solutions for criminal justice agencies across the world. Securicor EMS' current customers include U.S. federal, state and local law enforcement agencies together with the UK Home Office and clients in France and Australia.

Securicor EMS has recently been awarded two prestigious contracts in the United States, the state of Washington and the Western States Contracting Alliance (WSCA) and the federal government contract for the provision of electronic monitoring equipment and surveillance monitoring of pretrial and parolees.

Leading edge product design

In order to meet the rigorous demands of these and other contracts, Securicor EMS has developed leading-edge equipment and monitoring/tracking solutions for the community corrections market. **Watch Patrol RF®**, a wrist or ankle worn device specifically designed for Random and Scheduled tracking of community corrections participants, was developed in 1995 and has now evolved from concept to a fully developed, field proven system with participants in corrections programs across the United States, United Kingdom, France, Italy and Australia. **Watch Patrol RF®** is the latest and most secure technology available for Continuous Signalling RF monitoring. The result of this development is the smallest, easiest to use, and most versatile system to monitor participants at home and track them while away.

Securicor EMS acknowledges that when it came to the design of the Home Monitoring Unit (HMU), innovation was required. Feedback from corrections officers in the field reported that with the initial flat top box design, participants were able to cover it with magazines and papers. To overcome this, Securicor EMS has designed a monitoring unit with a cone top, which incorporates the receiver aerial. This innovation not only prevents unnecessary interference with the equipment but also boosts the effective range and coverage over which the offender can be monitored.

Enhanced Service Provision

Securicor EMS has been quick to recognize the demands of the Information Age and that corrections users often need immediate access to real-time monitoring and tracking data. The reliance on historical, paper-based reports, particularly with higher-risk offenders, is not always desirable.

Securicor EMS was the first to introduce an internet based caseload management information system to provide officers with a number of additional fields, functions and report generation utilities, including modules for tracking work/treatment attendance, program compliance, case reporting, management/statistical reports, fee collections/payment monitoring and other relevant functions.

Securicor EMS has placed **Web Patrol™** at the heart of our monitoring service, enabling those customers with Web Access to view and exchange monitoring or tracking data over secure password and firewall protected Internet links. Information that can be accessed includes enrolment information, offender data, curfew schedule changes, caseload review, reports and terminations. All of this is centrally accessed from the Securicor EMS monitoring center via secure access to the **Web Patrol™** web site.

Securicor EMS maintains optional support for exchanging monitoring/tracking information via traditional fax and telephone for users who are not yet web-enabled. **Web Patrol™** is a service used exclusively to monitor participant compliance to agreed service levels in the corrections market.

Improved management information

With the expanding diversity of electronic monitoring participant profiles and growing program populations, the demand has grown for visibility of program trends. This often results in staff spending many hours analyzing reams of data for a mere month's worth of statistics.

To assist in the provision of timely and accurate data and to reduce the hidden cost of running an electronic monitoring program, Securicor EMS has developed custom Management Information Reports that automatically extract broad level program

statistics. These optional reports provide the ability to analyze performance measurements at the level of detail desired on a statewide, regional, per caseload or per participant basis and then available "on-demand" via the Internet using **Web Patrol™**.

These custom reports have proven beneficial to program administrators as a means to better manage resources, and identify trends in supervision and as a tool to balance caseloads amongst line staff, to monitor and improve program performance.

Raising the standards

Securicor EMS is proud to be in the vanguard of change for offender monitoring. Our innovative solutions recognize how client demands are evolving and advancing. Securicor EMS is keen to maintain its reputation for providing innovative solutions to complex problems and applying leading-edge technology to continuously improve our services. Our high caliber staff responds quickly and effectively to changing market needs, and we will always strive to ensure our customers come first.

To receive more information about Securicor EMS, its products and services please contact:

Brad Ross
Sales Manager
Securicor EMS Inc
30201 Aventura
Rancho Santa Margarita, CA 92688
Phone: 800 589 6003 ext 225
Fax: 949 638 1627
Email: brad.ross@ems.securicor.com
Website: www.securicor.com/ems



2002/2003 Professional Development Program

The American Probation and Parole Association (APPA) Professional Development Program provides selected training and technical assistance opportunities for APPA members as well as professionals in the field of probation, parole, community corrections and community justice.

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

If you are interested in bringing APPA specialized training to your area or for more information on the current training programs, contact: Karen L. Dunlap (859) 244-8211, or email at kdunlap@csg.org.

Topics Available For Training:

- Basic Field Officer Safety Training
- Advanced Field Officer Safety Training
- Strength-Based Practice for Community Corrections Practitioners
- Strength-Based Training II: Motivation and Movement: Becoming Change-Focused
- Survival Skills for Middle Managers
- Effective Strategies for Probation or Parole Supervision
- Performance Based Measures in Community Corrections
- Practicing Prevention: Contributing to the Safety and Vitality of Your Community

Scheduled Training Dates and Locations:

Monitoring Sex Offenders' Computer Use
Golden, CO
December 9-10, 2002
April 3-4, 2003

Survival Skills For Middle Managers: Out of the Frying Pan and Into the Fire
St. Petersburg, FL
April 22-23, 2003

Strength-Based Practice for Community Corrections Practitioners
Olathe, Kansas
December 9-10, 2002

Strength-Based Training II: Strength-Based Assessments: Increasing the Resources for Positive Behavior Change
Olathe, Kansas
December 11-12, 2002

Bend, OR
August 18-19, 2003

Survival Strategies for Officer Safety
Eugene, OR
January 27-28, 2003

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.

Mesabi Academy
Mark Andrews
Client Services Specialist
200 Wanless St.
PO Box 726
Buhl, MN 55713
Phone: (888) 270-5013
Fax: (218) 258-3807
website www.kidspeace.org

OraSure Technologies, Inc.
Brian Feeley
Director, Criminal Justice & Tox Sales
150 Webster Street
Bethlehem, PA 18015
Phone: (610) 882-1820
Fax: (610) 882-1830
Email: bfreely@orasure.com
Website: www.orasure.com

Strategic Technologies, Inc.
Paula Thompson
P.O. Box 3488
Blaine, WA 98321-3488
Phone: (800) 827-1942
Fax: (604) 576-0436
Email: exec@strategic-tech.com
Website: www.strategic-tech.com

Synovation
Rod Olsen
P.O. Box 1682
Modesto, CA 95353
Phone: (209) 491-0978
Fax: (209) 571-8853
Email: Olsenr@synovation.com
Website: www.synovation.com

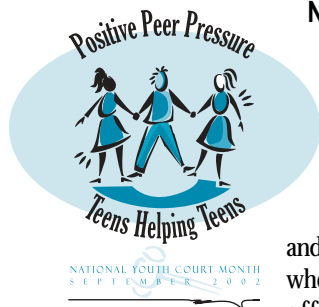
For more information on associate membership, please contact:

Susan Meeks

phone: (859) 244-8205 • fax: (859) 244-8001 • email: smeeks@csg.org

APPA Adopts Resolution Supporting Youth Courts

The Executive Committee of the American Probation and Parole Association adopted a resolution recognizing the importance of youth courts to our communities on June 9, 2002. The resolution recommends that probation, parole, and community supervision agencies support and assist in the formation and expansion of diversionary programs, known as youth court and recognizes the important contribution that youth courts and their volunteers make to keep our nations communities safe. A copy of the complete resolution is available on line at www.youthcourt.net.



National Youth Court Month

September 2002 National Youth Court Month is the **first** public awareness campaign celebrating youth courts, their achievements, activities and volunteers. Youth court – also known as peer court, teen court and student court – is a community program where youth sentence peers for non-violent offenses or

misdemeanors in their neighborhood or for problem behavior in their schools.

In 1997, there were 78 active youth courts and today there are more than 880 youth court programs operating in juvenile justice systems, schools and community-based organizations throughout out the United States.

The National Youth Court Center (NYCC) and the U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention (OJJDP) have designated September 2002 as National Youth Court Month to highlight the activities of youth courts and their contributions to the youth justice system. Why designate a National Youth Court Month? Because it is time to celebrate the valuable contributions that youth courts and their volunteers, youth and adult, make to our nation's communities and to our young people. We hope APPA members, individual and agency will assist local youth courts to make this a successful celebration.

The National Youth Court Center has developed a National Youth Court Month Action Kit that provides sample promotional materials and ideas for activities that agencies can do to promote youth courts. To find out more about youth courts and to download a copy of the *Action Kit* visit our website at www.youthcourt.net. □

The National Youth Court Center is operated by the American Probation and Parole Association and funded by OJJDP. For more information, please contact Karen Dunlap at (859) 244-8211.

**Accuracy...
Without it
there is no
sex offender
assessment**



Abel Screening, Inc.
1-800-806-ABEL
www.abelscreen.com

STOPPING SEXUAL VIOLENCE
particularly against CHILDREN



Abel Assessment for sexual interest™ (AASI) is experiencing phenomenal growth and acceptance for one simple reason: **Accuracy.**

The AASI state-of-the-art computerized test evaluating sex offenders includes:

- Relative sexual interest in 22 categories presented on an easy to read bar graph – an **objective analysis** allowing identification of individuals with **pedophilic interests** and those with **multiple paraphilias**;
- A comprehensive Questionnaire Summary (available in English, Spanish and French) which includes self-reported sexual behaviors and identifies cognitive distortions and truthfulness;
- And, the newest breakthrough and valuable addition to the AASI reports – **Probability Values** – how the responses of the person being tested match those of known child molesters, both non-incest and incest perpetrators.

Our Training and Support Program gets you started off on the right foot using the AASI and keeps you on the leading edge of technology and scientific advances.

Please circle #4 on the reader information card

Florida's CrimeTrax Project

Electronic monitoring has evolved substantially since it was first introduced in the United States in the 1970s. First-generation systems were great at the time, but they could only determine whether the offender was at home or not at home. Second-generation wide-area, continuous monitoring systems have since been developed. These systems can now locate an offender continuously as he moves through the community, which allows agencies to better supervise the offender outside the home. An innovative project in Florida is taking electronic monitoring supervision to the next level by sharing information on an offender's whereabouts with local law enforcement.

In 2000, the Florida Department of Law Enforcement (FDLE), the Florida Department of Corrections (DOC) and the City of Tallahassee Police Department teamed up on a pilot project to address the problem of offenders under supervision who continue to commit crimes. The problem is significant. According to researchers at the Manhattan Institute about two-thirds of probationers commit another crime within three years of their sentence, and many of these crimes are serious.

The solution that the state of Florida came up with is called CrimeTrax. CrimeTrax is an innovative system that integrates Global Positioning Satellite (GPS) tracking, Geographic Information Systems (GIS) and Data Integration technologies to provide a powerful public safety tool.

How CrimeTrax Works

CrimeTrax is essentially an information system that collects data from local-law enforcement agencies, the DOC and directly from the GPS system tracking the offenders. All data comes to the statewide CrimeTrax server maintained by the FDLE. The system retrieves local law enforcement agencies crime location data on offenses and incidents nightly no matter what local software is used. The data is "scrubbed" and made standard with all others eliminating the need for duplicate entries or purchasing new software products. The DOC makes available

offender demographics, reporting requirements, activity schedules and exclusion zones which indicate locations where the offender is prohibited from being. The GPS tracking system vendor transmits each offender's location history points also on a nightly basis.

All of this data is integrated and then offender GPS location data and crime incident data are compared to help investigators and corrections personnel solve and prevent crimes and to make offenders accountable for their actions.

Benefits

CrimeTrax provides a number of benefits to public safety. The DOC receives offender location and tracking services, notifications when an offender has entered an exclusion zone or has detoured from an authorized route, and notifications when an offender has not complied with his activity schedule. Perhaps the greatest benefit for the DOC is that it makes offenders accountable for their actions and puts more "bite" into a sentence to community corrections.

Local law enforcement receives a tremendous work force multiplier. As previously stated, many crimes are committed by offenders already under supervision. CrimeTrax provides law enforcement with notification of all offenders under supervision who happen to have been near the scene of a crime around the time of the crime. This is a powerful resource for law enforcement investigations, but can also be a powerful deterrent. **One factor that leads to criminal behavior is the probability that the act will not be detected by authorities.** If an offender knows that he can be placed at the scene of a crime with certainty he will be less likely to commit another crime. Therefore, crime prevention is also a major benefit of CrimeTrax. Just as important is the ability to eliminate an offender from suspicion allowing law enforcement to dedicate their resources to viable suspects.

The pilot study involved the DOC and 22 local law enforcement agencies in four counties. These law enforcement agencies represented 20 percent of Florida's population and 23 percent

of reported crime. Since inception, the project's operational capability has proven and has been enthusiastically accepted by both the law enforcement and corrections communities.

The Future of CrimeTrax

In Florida right now, there are 560 offenders being tracked via active GPS at a cost of \$9.17 per day per offender. Based on the cost and the intensity of supervision only the most serious offenders will be tracked in this manner. The Florida Department of Corrections plans to begin offering a "passive" GPS tracking system that will be available soon. While not appropriate for some community based offenders, many would be appropriate. This type of system is different than active GPS in that the passive system reports the location and activity data each day when the offender returns to their home rather than on a continuous basis. As such, passive systems are smaller and less expensive than active systems. This will allow the Department of Corrections to monitor more offenders.

Funding to continue and expand the project is being sought through several avenues. Public safety and offender accountability are of paramount importance in Florida and officials there are excited at the prospects this innovative technological project presents.

For further information about the Florida CrimeTrax project contact Murray Brooks at the Florida Department of Corrections – Phone (850) 488-4595.

For further information about the APPA Technology Committee or if you would like to become a member or propose a workshop at a future APPA institute, please contact Joe Russo, Program Manager, National Law Enforcement and Corrections Technology Center, 2050 East Iliff Avenue, Denver, CO 80208, Phone (800) 416-8086, email: jrusso@du.edu. □

Joe Russo is Corrections Program Manager for the NLECTC in Denver, Colorado and is a chair of the APPA Technology Committee. Murray Brooks is Chief of Bureau of Community & Institutional Programs with the Florida Department of Corrections

BY JOE RUSSO AND MURRAY BROOKS

Win Free Air Travel and Registration to an Upcoming APPA Training Institute and More!

share the



V • I • S • I • O • N

Share the Vision

It is our sincere hope that you know the value of membership with the American Probation and Parole Association and that APPA has helped you achieve success in your profession.

Share the APPA vision and benefits with your colleagues.

Advance your colleague's career, increase the voice of probation, parole & community corrections and help APPA's influence and benefits continue to grow.

Every time you refer a new member to APPA **before September 30, 2002** your name will be entered into a drawing to win prizes including registration to an upcoming APPA training institute, membership dues, APPA apparel and APPA publications.

You have 3 ways to Share the Vision:

1. Use the application form on this page and submit by fax or mail.
2. Go to APPA's website and click on the "Share the Vision" icon.
3. Email Anita Threet at athreet@csg.org or call (859) 244-8207.

Membership Application

☐ Individual Member (1 year) \$35

Mail payment to:

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

For further information call (859) 244-8207

Name/Contact: _____

Title: _____

Agency/Institution/Corporation Name: _____

Address: _____

City: _____ State/Province: _____ Zip: _____

Phone: _____ Fax: _____

Email: _____

Method of Payment:

☐ Check ☐ Amex ☐ Visa ☐ Master Card

Credit Card Number: _____ Expiration Date: _____

Signature: _____

APPA Member who Shared the Vision:

Name: _____ Phone Number: _____

Email: _____

SPOTLIGHT ON SAFETY

Implementation of Metal Detector in Probation and Parole Offices

APPA has recently received a number of inquiries regarding effective implementation of metal detectors in probation and parole offices, especially where the offices are not located within a courthouse or other government building. Generally three methods are currently used for implementation of metal detectors, differing by who performs the necessary monitoring tasks:

- Private security,
- Probation/parole officers, and
- Support staff who are located behind bullet resistant glass.

All three methods for monitoring the use of a metal detector have their benefits and drawbacks. It can be cheaper to hire private security, but there can be issues regarding their effectiveness and attention on the job.

Probation/parole officers may be more vested in diligent screening, and they can be held to a greater level of accountability because they report directly to the probation/parole department. However, using probation/parole officers may also be more costly as a result of higher wages.

The third method can be quite cost effective as visitors are screened by pre-existing probation/parole support staff who are currently performing reception duties. Of course, this method requires that bullet resistant glass and walls be in place and that access to the inner office area be obtained only after being "buzzed in" through an electronically secured door. This method also requires careful selection of and training for the support staff and a system for secondary screening by the probation/parole officers for visitors who do not successfully pass through the initial screening.

Implementation of a metal detector in a parole/probation office requires careful research and planning, appropriate training for those who will be responsible for monitoring, and clear policy for the entire procedure, including secondary screening. The heartening aspect of receiving inquiries about using metal detectors is that it is evidence that probation and parole officers are increasing their attention to office safety. □

Robert L. Thornton is the Director of the Community Corrections Institute in Eatonville, WA and Chair of the APPA Health and Safety Committee.

ADE Incorporated's Computerized Assessment Instruments



FOR ADULTS AND ADOLESCENTS

NEEDS Comprehensive Assessment Instrument for Adults
SALCE (Substance Abuse Life Circumstance Evaluation) for Adults
JASAE (Juvenile Automated Substance Abuse Evaluations)

Proven tools for efficient
assessments and accurate referrals.

- Reliability, Objectivity and Consistency
- DSM IV and ASAM Guidelines for Substance Abuse
- Over 95% agreement with professional interviews
- Automatically accumulated database
- Free data analysis program for understanding your population
- Nearly 2,000,000 evaluations, and ongoing refinement since 1983

For more information, call 1-800-334-1918

ADE Incorporated
P.O. Box 660
Clarkston, MI 48347
www.adeincorp.com



Software Solutions
for Human Problems

Please circle #8 on your reader information card

CALL FOR PRESENTERS

Call for Presenters

American Probation and Parole Association
28th Annual Training Institute
Cleveland, OH – August 24-27, 2003

The American Probation and Parole Association is pleased to issue a call for presenters for the 28th Annual Training Institute scheduled to be held in Cleveland, Ohio on August 24-27, 2003. Institute participants include community supervision and corrections personnel, the judiciary, treatment providers, criminal justice researchers and others who are interested in the field of community justice. Presentations should relate to the following topics:

- Community Justice Initiatives and Innovations
- 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 workshop as it will appear in the program (average length is 75 words; submissions on disk in Microsoft Word are preferable)
- 3) Name, title, agency and complete mailing addresses with phone numbers of all proposed faculty members
- 4) Brief resume or vitae of each faculty member
- 5) Primary contact person for the workshop (include complete address and phone number)

Presentation summaries may be mailed, faxed or emailed to:

Stephanie Hennessy
c/o Probation Association of New Jersey
617 Union Avenue, Building 2
Brielle, New Jersey, 08730
Phone: (732) 223-1799
Fax: (732) 223-8363
Email: panjoffice@worldnet.att.net
Email: sah1960oaloka@worldnet.att.net

Presentation summaries should be received no later than **December 14, 2002**. Ideally, a presentation panel should consist of two or three persons. Annual Institute program track committee members will contact the person who nominated the workshop(s) to indicate their selection for the Institute. Please note that it is APPA's policy that, regrettably, expenses and fees associated with participation cannot be reimbursed by APPA.



American Probation and Parole Association

APPA Winter Training Institute • Salt Lake City, Utah

Keep the Flame Burning with Diversity, Humanity and Passion!

Plan to attend the APPA Winter Training Institute offering community corrections professionals over 50 educational sessions for all levels of experience. Participate in the discussion of new ideas, reveal discoveries yielded by recent research and experience and encourage communication between participants from diverse jurisdictions and backgrounds.

Salt Lake City

Salt Lake combines the amenities of a major metropolitan area with the friendliness of a small, western city. Hosting the Olympic Winter Games of 2002 enhanced the community's profile as a world-class travel destination. Salt Lake boasts a vibrant nightlife with more than 1,000 restaurants, brewpubs, dance clubs and private bars. The city also offers a wide spectrum of cultural options with nationally acclaimed symphony, opera, theater, modern dance and ballet. Salt Lake is also home to top professional sport teams including the Utah Jazz (NBA Basketball), the Utah Starzz (WNBA Basketball), the Salt Lake Stingers (AAA Baseball), the Utah Grizzlies (AHL Hockey), and the Utah Blitz (ULS Soccer). There are ten major ski resorts, seven cross-country areas, and the nation's only recreational ski jumping complex, all within one hour of downtown Salt Lake. This concentration of over one hundred ski lifts makes Salt Lake an incredibly convenient ski destination. For more information about things to do and see in Salt Lake City, visit www.visitsaltlake.com.

The Grand America Hotel

All Institute events will be held in the Grand American Hotel. This Five Star hotel is conveniently located in the heart of downtown Salt Lake City. From the moment you see it, you'll realize that the Grand America is no ordinary hotel. Every refinement exudes style and class. APPA has secured for Institute attendees an incredibly reduced rate of \$126 single/double for a king or double room or \$136 for a single/double executive suite. To make your lodging reservations, telephone the Grand America Hotel at (800) 621-4505 and reference the APPA Institute in order to receive these rates. For more information about the Grand America Hotel, visit their website at www.grandamerica.com.

Early Registration Fees

\$275 — special fee for APPA member and members of the Utah Correctional Association

\$320 — non-member fee



For Registration Information

Mail: P.O. Box 11910, Lexington, KY 40578

Phone: (859) 244-8204

Fax: (859) 244-8001

Email: appa@csg.org

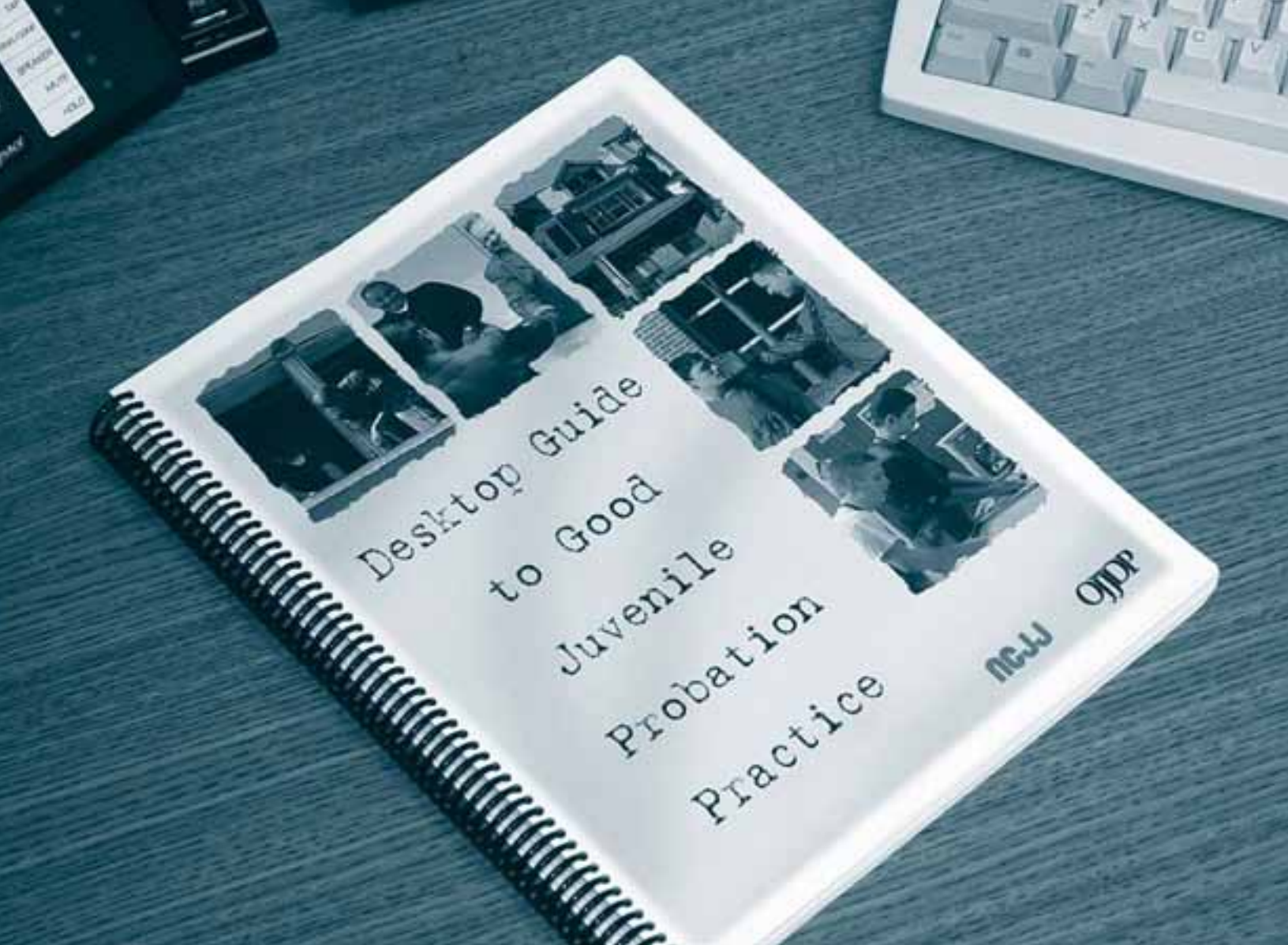
www.appa-net.org



**Plan
To Attend!**

January 5-8, 2003

Co-Sponsored by the Utah Correctional Association



Mission-Driven, Performance-Based, Outcome-Focused Probation

More than a decade has passed since the publication of the original *Desktop Guide to Good Juvenile Probation Practice*, a widely influential desk reference and training resource written primarily by and for working line officers “to promote and enhance the practice of juvenile probation as a career.” Following its issuance by the federal Office of Juvenile Justice and Delinquency Prevention in 1991, the first edition of the *Desktop Guide* was distributed to juvenile probation offices in virtually every county in America. In the years since, it has served the field well as a comprehensive treatment of the theory and practice of juvenile probation, a handy collection of approved standards and best practices information, and a text and starting point for a widely used fundamental skills training curriculum.

But a lot has changed since 1991. Now, a new and completely rewritten edition of the *Desktop Guide* is being issued. It is based on the vision of a group of about 30 juvenile probation officers, supervisors, administrators, victim advocates and researchers from across the country, who assembled in Pittsburgh in June of 2000 to begin the work of rethinking and reshaping the *Desktop Guide* to meet the profession's current

needs. Like the working group that guided the production of the original *Desktop Guide*, this one was convened by the National Center for Juvenile Justice with funding from the Office of Juvenile Justice and Delinquency Prevention, and included prominent representatives of the same three major membership groups that helped launch the first edition — the American Probation and Parole Association, the National Juvenile Court Services Association, and the National Council of Juvenile and Family Court Judges. Over three days, the group not only reviewed much of what has changed in recent years but also managed to articulate the core beliefs that have remained the same.

The Need for a New Vision

It's no secret that the ground under the juvenile probation profession has been shifting for years now. Traditional approaches to delinquency suffered an almost unbroken string of “no confidence” votes in statehouses across the country during the 1990s, with lawmakers in nearly every state taking action to curtail juvenile court jurisdiction over serious and repeat

offenders¹ or to “toughen up” juvenile court sentencing authority.²

Much of this legislative activity was unmistakably motivated by the public’s perception that the juvenile justice system has been too lenient and not effective enough — indictments that are clearly directed not only at the courts, but at the juvenile probation departments that oversee the majority of their dispositions.

At the same time, critics called upon the profession to reconsider its goals, its methods, its work habits — in fact its whole approach to delinquency case management. “Fortress probation” was assailed on all sides. Advocates of change under a variety of banners — the victims’ movement, restorative justice, balanced and restorative justice, community justice — united in insisting that juvenile probation broaden its focus to take into account the interests, priorities and potential contributions of victims and community members in sanctioning and rehabilitating juvenile offenders. A similar ferment was occurring in the adult probation field, with practitioners debating the proposed new “Broken Windows”³ paradigm for probation, as well as the range of new ideas emerging from the “Rethinking Probation” conference.⁴

Redefining Good Probation Practice

The working group guiding the revision of the *Desktop Guide* recognized that these contemporary challenges called for a fundamental reexamination of juvenile probation’s purposes. The revised *Desktop Guide* was supposed to lay out what it takes, in terms of knowledge, skills, techniques and resources, to do the job of juvenile probation well. But this couldn’t be done without clear agreement as to what the job is — that is, what juvenile probation is for, whom it should serve and where its responsibilities begin and end.

After thoughtful discussion, the working group addressed these questions with a brief statement of the goals, values and responsibilities of juvenile probation:

We envision the role of juvenile probation as that of a catalyst for developing safe communities and healthy youth and families. We believe we can fulfill this role by:

- holding offenders accountable,
- building and maintaining community-based partnerships,
- implementing results-based and outcome-driven services and practices,
- advocating for and addressing the needs of victims, offenders, families, and communities,
- obtaining and sustaining sufficient resources, and
- promoting growth and development of all juvenile probation professionals.

These general principles provided the framework for updating the *Desktop Guide* to reflect a more active, collaborative, results-oriented approach to juvenile probation practice: one that is driven by its mission, accountable for its performance and focused on outcomes.

Mission-Driven Probation

One of the persistent themes of the *Desktop Guide* as revised is that the work of juvenile probation must be directed at clearly articulated and widely shared goals. Probation departments cannot succeed (or for that matter fail) without aiming at something. That something must be understood and agreed upon. It also must be the acknowledged basis, not just for lofty slogans, but for day-to-day procedures, staff assignments, decision-making instruments and guidelines, budget allocations and everything else that structures what a probation department does.

However probation departments see their mission, they must come to

terms with and clearly articulate what they want to achieve and how. Getting there requires a commitment to a strategic planning or focus group process that gives a representative cross-section of staff a chance to define their values about the juvenile justice system and juvenile probation in particular, and to translate them into action and results.⁵ Such an effort will increase staff buy-in and provide a basis for continuous feedback, evaluation and improvement at the policy, program and individual employee levels.

Mission statements provide an organizational compass that points in the direction of an agreed-upon destination. They are central to the operations and activities of any organization. What does juvenile probation stand for in your community? What is it attempting to accomplish? Everyone making intake decisions, recommending dispositions or fashioning supervision plans should be working from the same set of core values and beliefs about the goals of the juvenile justice system.

A mission statement must be broken down into individual goals or statements of what the department wishes to accomplish. The new *Desktop Guide* articulates three broad goals: protecting the public, holding juvenile offenders accountable for repairing harm caused to victims and the community, and engaging offenders in rehabilitative activities designed to address their most pressing problems and needs.

Protecting the Public

The revised *Desktop Guide* reflects the juvenile probation profession’s current recognition of its direct responsibility for community safety. The traditional “offender-centered” point of view — in which the mission and goals of juvenile probation began and ended with the probationer — has clearly given way in recent years to something broader and more inclusive of the public interest. Most in the profession now acknowledge that the public’s main interest is in safety, and that ignoring that interest is the surest way of forfeiting public support. Juvenile probation’s public safety responsibilities also require its adoption of preventive as well as reactive crime-fighting strategies. Juvenile probation must support and if necessary lead community efforts to create conditions and programs that promote positive youth development and discourage delinquency.

Accountability

Readers of the updated *Desktop Guide* will also find clear indications of the central and growing importance of accountability to juvenile probation’s work and mission. Accountability ensures that offenders are made aware of and responsible for repairing harm caused to victims. Accountability-focused probation departments treat victims as clients, encouraging their involvement and considering their views and interests in all decisions. The goal also refers to juvenile probation’s accountability for the way it manages that process. Just as a probation department must be clear and firm in setting expectations for juveniles, it must determine what it will be held accountable for and be publicly accountable for its own performance.

Practical Rehabilitation

The revised *Desktop Guide* is premised on the documented fact that delinquent young people are really works in progress. As such, the juvenile justice system must ensure (and where necessary insist) that every young person in the system make measurable progress toward acquiring the skills that are essential to law-abiding, productive citizenship. Practical rehabilitation does not require that everyone be “saved” or “fixed,” only that everyone be given good opportunities to develop and practice the skills they need to become valued members of their communities, and a chance to address the behavior problems that got them into trouble in the first place.

Performance-Based Probation Requires Monitoring and Tracking

Just as probation officers must monitor offenders to ensure that they meet their obligations and track their progress in meeting supervision goals and objectives, supervisors must monitor individual probation officers' performance in carrying out the activities required of them. And probation administrators must determine whether goal-directed activities are having the desired impact. Clearly articulating what activities and behaviors will be monitored provides the impetus to assess and review progress and performance and makes meetings with a juvenile or with a supervisor more productive.

Goal Activities to be monitored

Public Safety

- Attendance, absences
- School disciplinary referrals
- Suspensions and expulsions
- Compliance to curfew, electronic monitoring
- Drug test results
- Behavior in community

Accountability

- Community service performed
- Restitution paid
- Attendance at victim awareness sessions
- Participation in victim impact panel
- Letter of apology

Practical Rehabilitation

- Performance in school
- Attendance and successful completion of skill-building, education and treatment programs and training classes

Performance-Based Practice

Good juvenile probation practice is performance-based. That is, it not only points at general goals, but actually moves from objective to objective toward those goals, designating concrete activities that are calculated to achieve its goals and holding itself responsible for performing them.

Defining clear mission and goal statements makes the next step possible: identifying the activities or methods to achieve each goal. For each goal, departments must delineate the specific things that must be accomplished. Some activities will be performed by probation officers; others will be required of probationers.

Public Safety Activities

Juvenile probation officers protect the community by exercising their proper functions in such a way as to contribute to community protection. That might mean more caution in making initial detention decisions, better assessments of the risks juveniles pose to community safety in order to determine appropriate levels of supervision and any other precautions (e.g., electronic monitoring, curfew) required to protect the community, or more aggressive enforcement of probation conditions that implicate the public's safety, like curfews. But it might also mean more effective communication with families of offenders, closer monitoring of school behavior and progress, or more afternoon and evening activities to give structure and supervision to probationers' free time. In any case, sticking with "fortress probation" is not an option. If juvenile probation is to shoulder its share of responsibility for public safety, line officers will have to work nontraditional hours rather than nine-to-five. Juveniles will have to be supervised in their schools and in their neighborhoods, rather than in government offices. And departments will have to begin keeping close track of public safety outcomes that matter to the community.

Accountability Activities

Activities designed to make the juvenile offender aware of and responsible for the harm done to the victim include collecting information from victims regarding the impact that crimes have had on them and how offenders might make amends for the harm caused, as well as requiring restitution and community service as ways for juvenile offenders to pay their debts to victims and the public and learn valuable skills as well. Departmental accountability requires that intake, detention and case planning decisions be based on written procedures evenhandedly applied over time. It also means that a department continually measure itself in relation to its publicly stated goals.

Practical Rehabilitation Activities

Activities designed to help offenders change and grow include assessing needs and strengths of juveniles and their families, determining what factors or circumstances contributed to delinquency and what skills deficits exist, prioritizing offenders' problems and needs, and delineating in written case plans what activities juveniles must complete during supervision. These activities must direct the juvenile toward acquiring living, learning or working skills; ending destructive behaviors; and improving decision-making skills.

Outcome-Focused Probation

Good juvenile probation practice is outcome-focused. Both for individual offenders and for its caseload as a whole, it systematically measures the tangible results of its interventions, compares those results to its goals, and makes itself publicly accountable for any differences.

Organizations tend to become what they measure.⁶ Departments must measure more than their failures (recidivism) and the sanctions they impose.⁷

Once a department has clarified its mission, goals and activities, it must specify what criteria will be used to determine to what extent required activities are being performed (process measures) and goals are being achieved (outcome measures).⁸

Process measures count things — the number and type of contacts, the number of referrals to victim-offender mediation, or the number of sessions completed. They describe what activities are actually being performed and whether they are performed according to

specification, and facilitate investigations of unanticipated outcomes and explanations of success, failure and change.⁹

Outcome measures assess whether goals have been achieved. Intermediate outcomes are the short-term results of the activities and processes undertaken to achieve supervision goals. They provide evidence of the degree to which probation supervision goals have or have not been achieved, in essence measuring the department's performance in meeting system goals. Long-term outcomes, on the other hand, measure the degree to which probation supervision has impacted the offender after his release (long-term changes in his thinking, behavior or attitude).

Intermediate outcomes are measured at case closure and represent the sum total of the juvenile court's intervention. Intermediate outcomes provide data that has intrinsic value for planning, management, staff feedback and research and development. Information collected at case closing will also allow departments to demonstrate positive outcomes to the community.

Practical Tools

The *Desktop Guide* is intended to serve juvenile probation departments as a benchmark for comparison, a stimulus for action and a guide for change. It attempts not only to lay out a comprehensive vision of good juvenile probation practice, but to provide the practical information needed to implement the vision. Broad background information is supplied in the introductory chapters, including an account of the historical origins of juvenile probation; a general discussion of legal issues, covering both the rights of juveniles and victims and the potential liabilities of probation officers; and a brief survey of delinquency and prevention research. A basic overview of delinquency case processing is provided, and separate chapters examine each of the principal decision points in depth, from intake, through diversion and detention decision-making, to predisposition investigation, assessment and reporting and case planning and supervision. Closing chapters cover selected practices and techniques and special populations. Resources, contacts and suggested readings are listed throughout the guide, and an appendix contains various assessment instruments as well as a glossary

and index.

Copies of the new *Desktop Guide* were sent to chief juvenile probation officers this summer. Additional copies are available from the National Center for Juvenile Justice at (412) 227-6950. The *Desktop Guide* can also be downloaded from the New Publications section of the Center's web site at www.ncjj.org. For more information about the revised Fundamental Skills Curriculum for Juvenile Probation Officers, contact the National Council of Juvenile and Family Court Judges at (775) 784-6012.

Endnotes

Griffin, P., Torbet, P., and Szymanski, L. (1998.) *Trying Juveniles as Adults in Criminal Court: An Analysis of State Transfer Provisions*. Washington, DC: Office of Juvenile Justice and Delinquency Prevention.

² Torbet, P., and Szymanski, L. (1998.) "State Legislative Responses to Violent Juvenile Crime: 1996-1997 Update," *OJJDP Juvenile Justice Bulletin*.

³ "Broken Windows" Probation: The Next Step in Fighting Crime." Civic Report, No. 7 August 1999. NY: Center for Civic Innovation.

⁴ Dickey, W.J., and Smith, M.E. "Rethinking Probation: Community Supervision, Community Safety" Report from an Office of Justice Program Focus Group. Washington, DC, December 1998.

⁵ Boone, et al., *supra*, n. 6

⁶ Osborne, D., and Gaebler, T. (1992.) *Reinventing Government*. Reading, MA: Addison-Wesley Publishing Company.

⁷ Petersilia, J. (1993). "Measuring the Performance of Community Corrections." *Performance Measures for the Criminal Justice System*. Washington, DC: U.S. Department of Justice. Boone, H., Fulton, B., Crowe, A. and Markely, G. (1995). *Results-Driven Management: Implementing Performance-based Measures in Community Corrections*. Lexington, KY: American Probation and Parole Association.

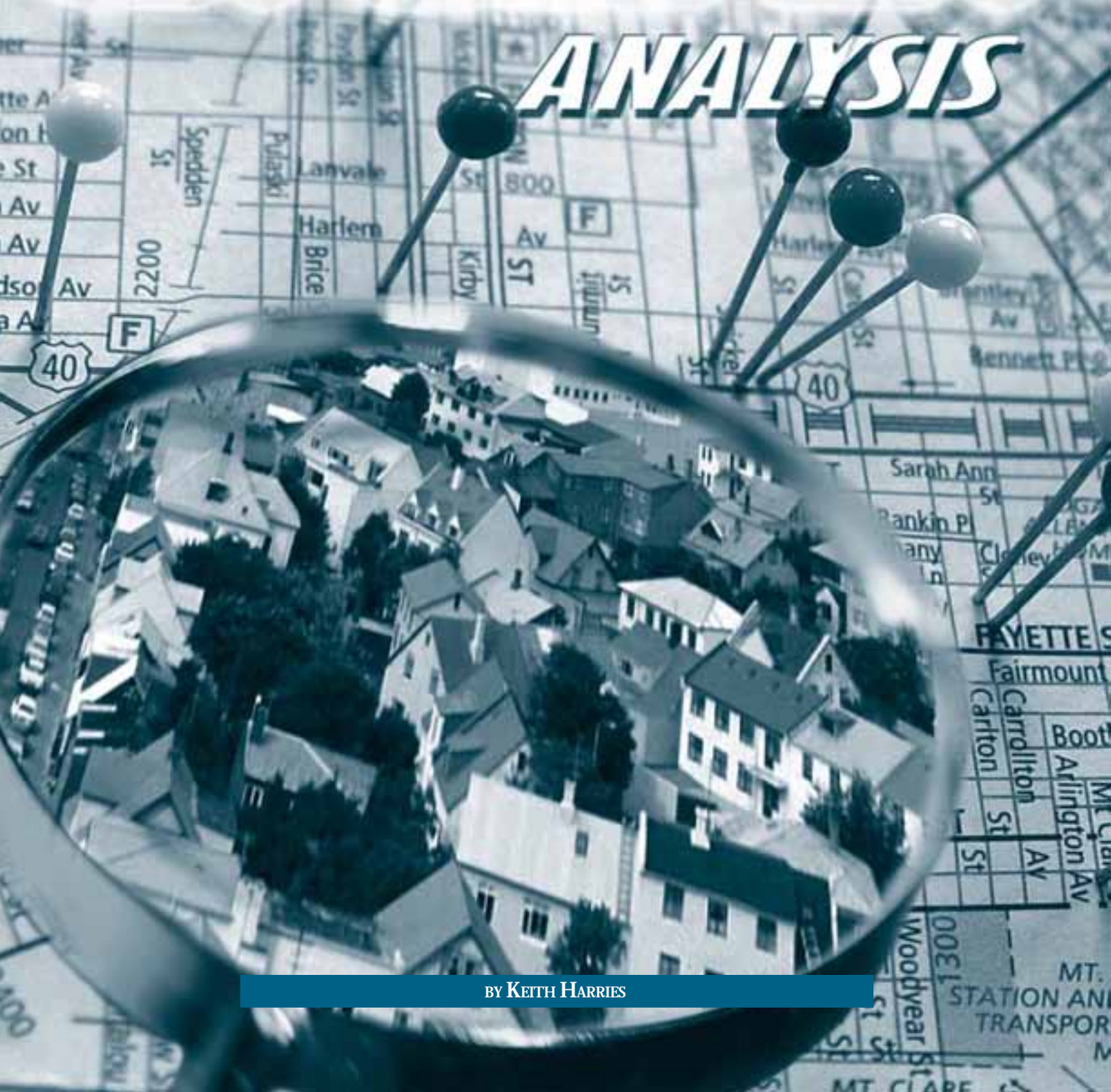
⁸ Petersilia, *supra*, n. 6.

⁹ Harris, P. (1991). *Evaluation of Criminal Justice Programs: Final Report of Technical Assistance for the Community Justice Assistance Division of the Texas Department of Criminal Justice*. Washington, D.C.: National Institute of Corrections. □

Patricia Torbet is a Senior Research Associate and Patrick Griffin is a Research Associate at the National Center for Juvenile Justice in Pittsburgh, PA.

GEOGRAPHIC

ANALYSIS



BY KEITH HARRIES

Introduction

In the last decade or so, public safety agencies have made increasing use of locational information, mapping and analyzing where crimes occur, movements of stolen vehicles, changes in temporal and spatial patterns, and much more. Two trends have moved in parallel in the course of this development. First, awareness has grown of the importance of understanding where events are happening and how resources can best be allocated to deal with the relevant issues. Second, technology capable of dealing with locational data has progressed rapidly and has become increasingly user-friendly. These changes have gone hand-in-hand. Until suitable technology was developed, locational information could not be manipulated easily, and the benefits that might accompany such analysis remained hidden. On the other hand, creative ideas relating to the possible uses of such data remained dormant since they could not be tried out in a real world setting until the technology matured.

Today, the technology is readily available, and large digital databases can be utilized to provide unprecedented analytical power. This trend crosses all manners of disciplinary lines. Realtors map property values, farmers map crop yield to determine where to apply fertilizer, epidemiologists map diseases, retailers map market areas and use demographics to determine where to locate new stores . . . the list goes on. The map, previously a static curiosity used for reference in dusty atlases or for navigation at sea, suddenly underwent a renaissance with the realization that a digital version could show more data more rapidly than manually prepared maps ever could. Furthermore, maps could now be real analytical tools rather than frozen pictures of geography.

This article attempts to explain how these new methods can be productively applied in the realm of probation and parole, based on experience with the Maryland Division of Parole and Probation, where a technology transfer project was undertaken in conjunction with the University of Maryland, Baltimore County.¹ Like other contemporary innovations, new mapping methods have come to be known by an acronym, in this case GIS for geographic information systems or, as some prefer, science. The most general definition of a GIS is any process that relates to the analysis of geographic information, but in practice GIS has come to refer to several suites of software that have come to dominate the market. As that market is competitive, any innovation by one software vendor tends to be imitated by the others with the end result that each vendor offers roughly the same set of tools.²

A survey of 2,004 law enforcement agencies conducted in 1997-98 by the Crime Mapping Research Center at the National Institute of Justice found that only 13 percent employed some form of computerized crime mapping, with the emphasis on larger departments (36 percent) compared to smaller (3 percent). The average length of time that departments had used crime mapping was only 3.3 years, suggesting that the innovation was typically adopted in the early to mid-1990s. Most departments used GIS to map the locations of incidents and arrests, calls-for-service and vehicle recoveries (Mamalian and LaVigne, 1999). Thus GIS applications in law enforcement are on average quite recent, and many agencies have yet to discover the benefits of the technology. However, being an early adopter of new technology has its pitfalls. There is much to be said for holding off until the tools mature, which in this context means that software becomes less buggy, more user-friendly, and more complementary tools are developed in support of the core GIS software. In addition, application models are developed (such as CompStat³ first in New York and now elsewhere), and perhaps most important: increasing numbers of professionals recognize the terminology and understand the implications of the methods. The advantage of the latter condition is that in the early stages of the technology there is a

tendency for a tiny group of specialists to talk among themselves since no one else knows what they are talking about. It is not until the technology has been adopted above some threshold that it becomes common knowledge, with managers and line personnel for the most part having some understanding of what the methods are about and how the agency can benefit from them.

What Is GIS?

A GIS enables mapping and analysis of data that have a spatial dimension. By “spatial dimension” is meant some way of placing data at the proper location on the surface of the earth, using street addresses or latitude and longitude coordinates. Preparing data by linking the database to the map is referred to as “geocoding.” By far the most common class of locational information in law enforcement is the street address, although many salient locations do not have addresses, such as places where incidents occur in parks, mall parking lots, beaches and other open spaces. For such locations, another technology, GPS (global positioning system) comes into play, providing latitude and longitude coordinates from a hand-held instrument.⁴ Locations can then be entered in the GIS using those coordinates instead of addresses.

As a practical matter, a working GIS consists of computing equipment, software and personnel. The process of running a GIS involves data input (cleaning and geocoding), management (including maintaining information by updating), analysis and output. The drudgery in GIS is in the first two – acquiring the data and making it ready for analysis, as well as constantly updating. The exciting part of GIS is the analysis and output – this is the business end where questions are answered and users of the analysis receive useful products.

A GIS is best visualized as a series of infinitely flexible map layers. Layers might represent:

- Agency caseload
- Agency field offices
- Agency administrative districts
- Treatment centers
- Schools
- Subjects of protective orders
- Bus routes
- Offenders classified by crimes for which convicted
- Caseload classified by level of supervision
- Caseload for a specific probation officer
- Locations where law enforcement officers have been threatened or injured
- Liquor licenses
- Recidivists
- Locations of persons with sexually transmitted diseases
- Substandard housing
- Abandoned buildings
- Drug markets

Any layer can be added, as long as its elements can be geocoded. These layers can represent points, lines or areas, and all three types can appear on the same map. Photographs can also be introduced as layers (e.g. a satellite image of a city) or as elements within a database that can be linked to a map (e.g. an offender photo on an intake form).

Figure 1

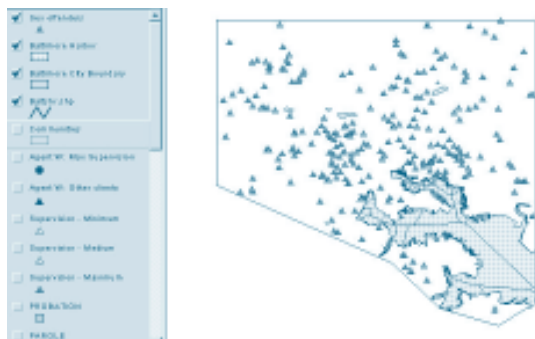


Figure 2

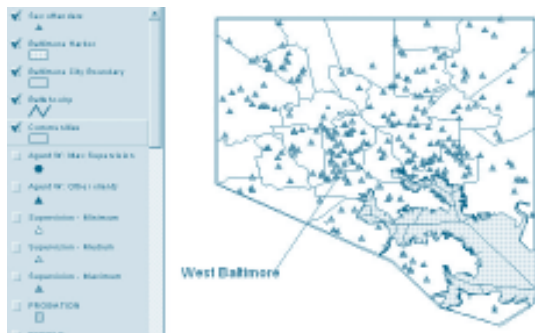


Figure 3

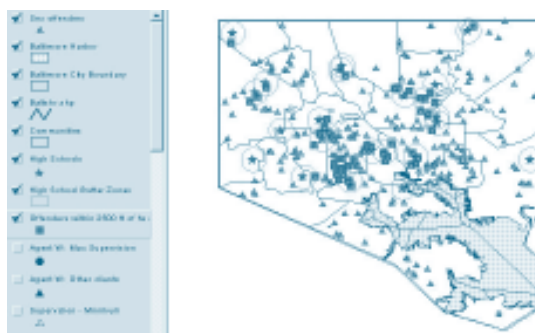
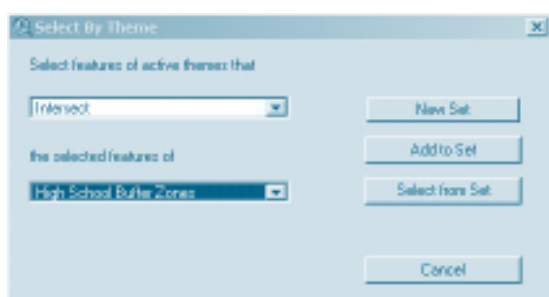


Figure 4



Layers that might be useful but that are not available through agency resources can often be obtained from other sources, such as police or planning departments. Some layers may be available on the web. For example, if census data are of interest, a complete set of boundary files for census geography is freely available for downloading from the Census Bureau web site (Census Bureau, 2002). These constitute the GIS basemaps that can then be populated with the actual census data, also freely downloadable, for both 1990 and 2000.

GIS and Community-Based Supervision

As readers well know, community-based supervision has gained prominence in recent years. Put crudely, this means an emphasis on action in the field rather than in the office. It follows that officers will need enhanced information about the environments within which they will be expected to function. Report after report emphasizes the importance of being able to harness information in a timely manner in order to ensure swift access to data using laptop computers, pagers, cell phones and so on. Some reports have mentioned the geographic technologies under discussion here. In Rhode Island, a legislative report noted that:

Global positioning systems have been seen to be an effective accountability and monitoring tool for high-risk offenders . . . Geographic information systems (mapping) can play an essential role in offender tracking, tracking of offender activity relating to crime and allocation of resources . . . (Murphy, 2002:25)

Similarly, a report to the Maryland General Assembly on proactive community supervision pointed out that:

Additional technology needed under the PCS [Proactive Community Supervision] model includes digital cameras, electronic surveillance technology and Geographic Information Systems (GIS) to map offender locations for planning purposes and resource allocations. (Department of Public Safety, 2000:12)

Examples

Several examples will be used to demonstrate the layering and querying capabilities of a GIS. It might be noted that the GIS used for these examples is somewhat obsolete owing the advanced age of the writer's PC which is incapable of supporting new, computationally intensive applications. However, this situation presumably simulates quite well that in many government agencies.

The first map shown (figure 1) represents a typical screen set-up in a commonly used GIS. Toolbars are located across the top and the various layers of the map are listed in a table of contents on the left side. Check marks indicate the layers that are on, that is to say visible, in the map. Four boxes are checked: the Baltimore City boundary, the harbor shoreline, the harbor and the addresses of sex offenders. The map symbols represent those locations. However, the map lacks context. Apart from illustrating the general distribution of the offenders, it is difficult to interpret where clusters of points are located with respect to the street grid, neighborhoods or urban landmarks. In figure 2, community boundaries are added, and it is immediately evident that West Baltimore is probably the most severely impacted area. Other layers could be added to provide context – streets, parks, schools, various types of facilities – any database that has been spatially enabled or geocoded so that its elements can be placed appropriately on the map. Figure 3 adds two more layers and identifies sex offender locations that meet a specific criterion. The added layers are high schools (star symbols) and buffers around the high schools at a radius of 2,500 feet, about half a mile. A spatial query was constructed



in order to select the offenders resident within the high school buffers (figure 4). Specifying “New Set” created a new file consisting solely of the offenders within buffers, permitting creation of a new layer consisting of those cases only (figure 5). If the overall sex offender layer is then removed, the map is now more legible since it leaves only the offenders who are in the high school buffers. Clicking on a map symbol with the “information” tool would produce a window containing the entire database entry for that point, including the name of the offender.

In a GIS framework, officers have the capability of sorting and locating different segments of their caseload according to any relevant criteria. In figure 6, for example, the total caseload of a specific officer has been queried in order to identify the offenders under maximum supervision, seen over a background of streets and community boundaries. An additional capability incorporates network analysis in order to optimize routing for an officer who needs to visit all maximum supervision clients (figure 7). The criterion used for this analysis was the best (minimum aggregate distance) route to enable offenders to be visited by their probation officer by the most efficient route, saving time and fuel costs. The program can model the data with the options of returning to point of origin (or not), calculating the cost per unit distance, and providing a printable list of stops as well as directions from one stop to the next. The model can also be re-run with specific stops deleted or with their order changed. Such models could be customized with criteria best suited to each person.

Another type of model (not illustrated) could construct districts to optimize the allocation of caseloads to officers based on criteria such as proximity, for example, or geographic compactness. Districts could be constructed in order to equalize workloads. In areas with many offenders under supervision, districts would be smaller, where fewer, larger districts. Offender categories (e.g. levels of supervision) could be weighted so that an officer with a larger proportion of caseload in the maximum supervision category would have a district with a smaller caseload than an officer with fewer in that category. In the context of the community-based supervision model, these tools could result in considerable savings and improvements in productivity. Savings could be effected through the elimination of the duplication of effort that occurs as a result of caseloads being randomly distributed geographically. The result of this is that officers pass each other on the street, heading in all directions, covering a much greater mileage than would be necessary if assignments were made geographically. Furthermore, individual officers' districts, if constructed, could be revised weekly to reflect changes in caseload.

Some probation and parole agencies compile data by zip codes, which can become layers in a GIS (figure 8). On this map, the base geography is the zip codes, with some labeled (this can be done automatically). In addition, official crime hot spots have been inserted, as well as a spatial query that identifies sex offenders located in the crime hot spots. An alternative base geography has been used in figure 9. The boundaries are daytime police posts, which could be labeled (automatically) with their numbers. The data points consist of offenders in treatment queried out for calendar year 2000 only. From that subset, the square symbols represent offenders who were white males under maximum supervision. In figure 10, offenders in treatment are seen over a background geography of arterial highways. Square symbols indicate African-American females in treatment.

When offenders in treatment are considered, a relevant question is whether they have access to the services they need. A GIS allows construction of service areas around specific points representing service centers, real or hypothetical. In the example (figure 11), two hypothetical addresses were entered and service areas were constructed at radii of 1.5 miles. Of 607 offenders in treatment, 269 (44 percent) were within the radii. Managers could experiment with locations, bus routes and various radii to evaluate what configuration of service centers would best serve the appropriate population.

Figure 5

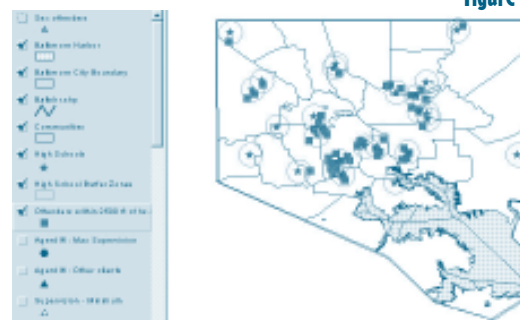


Figure 6

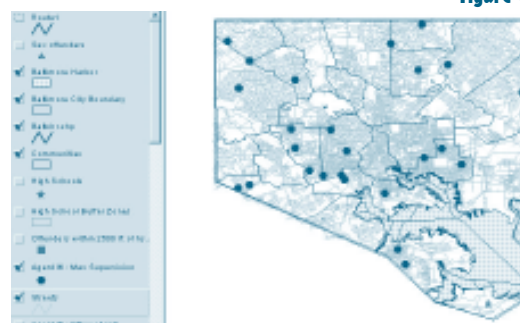


Figure 7

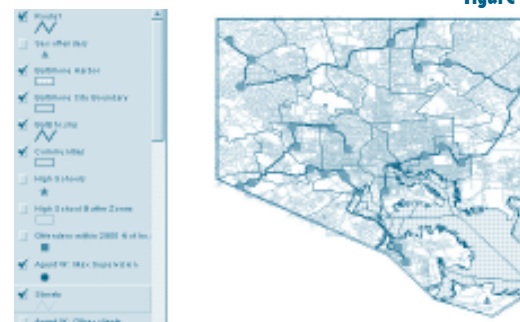


Figure 8

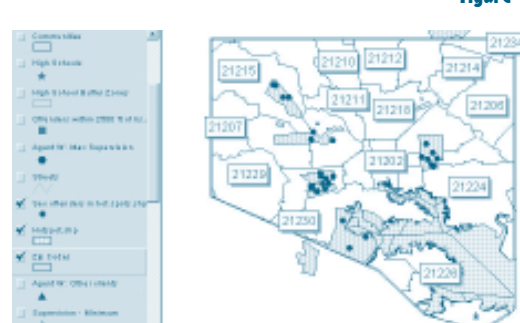


Figure 9



Figure 10

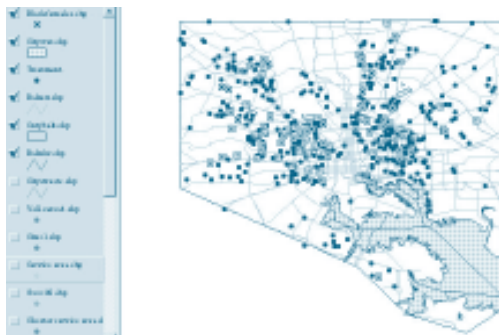


Figure 11

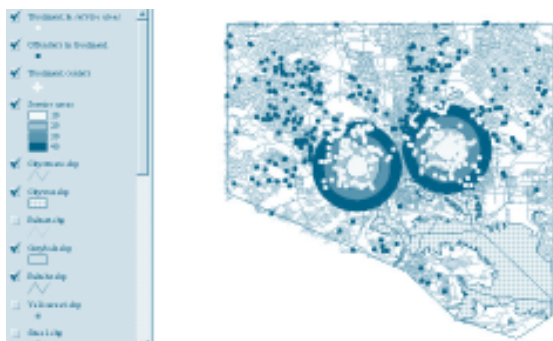
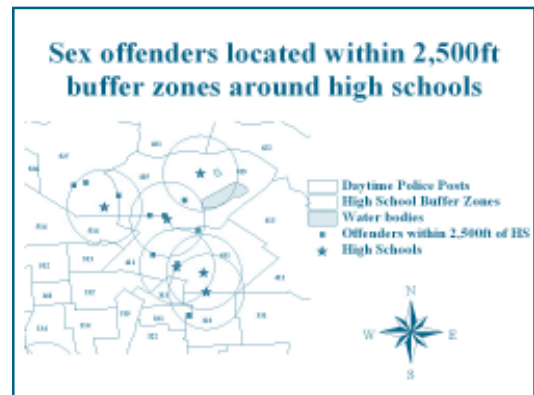


Figure 12



The map examples shown so far have been rather small scale (i.e. covering a large area), making it quite difficult to evaluate detail. This has been done intentionally to maintain confidentiality and to provide a sense of overall distributions in contrast to those for small areas. However, it should be noted that all maps and layers have zoom capability, so the precise view provided to the user is entirely discretionary. Also, the maps shown so far have been “working” examples, not really suitable for presentation or report writing. The point must be made that any map, at any scale of resolution, can be made into a layout suitable for publication (figure 12). Here, the map includes layers from figures 5 and 9 to show sex offenders within high school buffers over a background of daytime police posts, all in the form of a layout that might be regarded as report quality. Color, of course, is very helpful if logistics permit its use.

Many publications are available to guide potential users through commercial software. They are listed on the various corporate web sites. A general introduction to mapping and GIS in law enforcement is found in Harries (1999) and a web-based overview of GIS can be found at: <http://www.gis.com>. Another approach is to contact a local agency, such as city planning, or the geography department at a local university, to request appropriate current recommendations.

Privacy Issues

As more crime data have been made available on web sites and registers of sex offenders have also been put on the web (or made accessible via the web) in some states (e.g. Maryland, 2002), questions related to privacy and confidentiality have inevitably emerged. Experience has demonstrated that allowing easy access to address data on sex offenders informs the community, but also opens the way for vigilante activity, including the notorious case in which erroneous address information led to the killing of the wrong person in a vigilante episode. While some aspects of crime, offender and victim information must be shielded from public access, other issues are less clear-cut. Most obviously in need of protection are data relating to juveniles and victims of sex offenses whose privacy is generally protected by law.

In the context of probation and parole, it is less likely (compared to a police department) that the agency will put data on the web for public consumption. However, the agency may wish to make maps available agency-wide via intranet, and issues of security, confidentiality and cost are still relevant. Most of the questions identified by Wartell and McEwen (2001) as relevant to crime mapping are largely or completely irrelevant in the context of probation and parole. While the locations of probationers and parolees may be of great interest to law enforcement agencies, it is doubtful that the public would be as interested as they are in knowing the locations of crimes. Knowing, for example, that two offenders live on the next block is probably somewhat less useful information compared to knowing that there have been five robberies or seven burglaries on the block. Knowing about crimes gives the public the impression that they can protect themselves, while vague information on offenders provides no such reassurance.

While law enforcement experience with data dissemination may be of limited relevance in the probation and parole realms, a secondary issue will come to the fore – data sharing. Inevitably, as regional crime mapping and analysis systems proliferate, cutting across jurisdictional lines to reduce the corrosive effects of agency fragmentation,⁶ pressure will grow for data sharing between police departments and corrections agencies. This need has developed in response to the perceived importance of understanding how correctional processes — whether mandatory release, probation, or parole — impact communities. A major component of the data shared will be “spatially enabled,” so that it can be put on maps in a GIS. This pressure to share begs questions of interagency access and the need for memoranda of understanding to establish protocols governing the exchange of data.⁷



Conclusion

GIS technologies have been adopted by a wide variety of entities, both public and private, in recent years. Applications vary widely in character and scope, but one element in common is a need to see and analyze data in its geographic context. Place matters because places are different, socially and culturally, as well as in terms of their physical environment. In a probation and parole context in the American city, it is worth noting that what might be called “behavioral gradients” are astonishingly steep, with very large differences in crime, for example, between neighborhoods. Only through understanding such differences — on maps and on the ground — can those conditions and differences be understood and more effectively managed.

Endnotes

¹ The information reported in this article was derived from a project supported by Grant No. 1999-CE-VX-0005 awarded by the National Institute of Justice, Office of Justice Programs, U.S. Department of Justice. Points of view in this document are those of the author and do not necessarily represent the official position or policies of the U.S. Department of Justice or the Maryland Division of Parole and Probation.

² While up-to-date hard evidence is not available, survey data from 1997-98 suggested that two vendors dominate the field, at least in the public safety realm: ArcView and its successor, ArcMap, from Environmental Systems Research Institute, Inc. and MapInfo (Mapinfo Corp.)

³ NYPD, 2002.

⁴ Hand-held GPS units are relatively accurate since the federal government removed what is referred to as “selective availability,” the intentional degradation of the signal. Now GPS units are available embedded in watches, providing “wearable” GPS. The day is foreseeable when law enforcement officers will wear GPS units as part of their uniforms in order to better record incident locations lacking street addresses.

⁵ NOTE. No individual data can be deciphered from the graphics shown here. Although it may appear that specific addresses could be interpreted from the point data, this is not the case. Ambiguity that prevents precise interpretation comes from at least two sources: first, geocoded address data are actually interpolated as to their positions on block faces, so a perfectly accurate location of a point can occur only by chance. Second, at the scales at which the maps are presented, the point symbols themselves are so large that they make it impos-

sible to gauge real-world addresses with any degree of precision, even in a zoomed-in view. Furthermore, some locations have been simulated for convenience of presentation. The source of the “real” data used in some examples was the Maryland Division of Parole and Probation. A public domain report on the project underlying this article is available on request from the author. Contact: harries@umbc.edu.

⁶ Law enforcement in the U.S. may be more fragmented than anywhere else in the world. Some 16,000 agencies deliver services and communication between them is often minimal.

⁷ For model MOUs, see Wartell and McEwen, 2001, Appendix D: MOU Examples, pp. 49-54.

References

Census Bureau (2002). Available at: <http://www.census.gov/geo/www/cob/index.html>.

Department of Public Safety (2000). *Proactive Community Supervision: A Plan for Making Maryland Communities Safer*. Annapolis, MD: State of Maryland.

Harries, K.D. (1999). *Mapping Crime: Principle and Practice*. Washington D.C.: National Institute of Justice. [Available for the cost of shipping (\$4.50) from the National Criminal Justice Reference Service, Item No. NIJ 178919.]

Mamalian, C.A. and N.G. LaVigne (1999). *The Use of Computerized Crime Mapping by Law Enforcement: Survey Results*. Washington D.C.: National Institute of Justice, U.S. Department of Justice.

Maryland (2002). Available at: <http://www.dpscs.state.md.us/sor/>.

Murphy, W.J. (2002). *Report of the Special Legislative Commission to Study an Enhanced Role for Probation and Parole*. Providence, RI: State of Rhode Island, Department of Attorney General. Available at: <http://www.riag.state.ri.us/Reports%20and%20Publications/Full%20pain.pdf>.

NYPD (2002). Available at: <http://www.nyc.gov/html/nypd/html/chfdept/process.html>.

Wartell, J. and J.T. McEwen (2001). *Privacy in the Information Age: A Guide for Sharing Crime Maps and Spatial Data*. Washington D.C.: National Institute of Justice. [Available free from the National Criminal Justice Reference Service, Item No. NIJ 188739.] □

Keith Harries, Ph.D. is Professor in the Department of Geography and Environmental Systems at the University of Maryland, Baltimore County.

Free Publication – Offender Supervision with Electronic Technology: A User’s Guide

In May 1999, the American Probation and Parole Association (APPA) was awarded a grant from the National Institute of Justice (NIJ) to assist manufacturers, service providers, and product and service users in the field of electronic technology to enhance their use of technology for effective community-based supervision of offenders through research, education, and training. The primary objective of the project was to develop and deliver an information package for users of electronic supervision tools. A 20-member Working Group, comprised of equipment manufacturers, electronic supervision services providers, and representatives of programs using electronic supervision technologies, was formed to assist project staff in the development of this document. The members of the Working Group contributed materials and considerations for inclusion in the document and met formally two times over two days each time as well as in conjunction with APPA’s training institutes to review materials and assist project staff with the preparation of the document. The

document was written by APPA staff members and reviewed by Working Group members.

The document is designed to help readers understand and appreciate the process needed to incorporate and implement electronic supervision strategies within justice system programs. It was developed for agency staff who want either to introduce electronic supervision as a new program component or enhance the use of electronic supervision that has already been implemented. The document is divided into five sections, and by reading each of these sequentially, the steps for developing or enhancing electronic supervision strategies will be apparent. However, sections or chapters may be read independently if program staff need additional information about a particular topic.

Copies of this book can be obtained by calling (859) 244-8207 or it can be downloaded off the APPA web site at www.appa-net.org.



INMATE REENTRY

and Post-Release Supervision:

The Case of Massachusetts

BY ANNE MORRISON PIEHL, PH.D

Two stylized facts nominate prisoner reentry as essential to public safety: the large numbers of inmates released from correctional institutions and their high rates of recidivism. The tremendous expansion in the use of incarceration at the end of the last century has resulted in large numbers of inmates being released from prisons and jails. Of all those incarcerated in the nation's state prisons, 40 percent are expected to be released within 12 months and 73 percent in five years or less. Few inmates have life sentences, and few others die in prison, suggesting that over 95 percent of inmates expect to be released at some point in the future (Beck 2000). Nationwide, some 600,000 inmates are released from state and federal prisons each year. That means that approximately one out of every 300 adult Americans will be released from prison this year.¹

Recently released inmates are likely to continue to be involved in crime and with the criminal justice system. A new report from the Bureau of Justice Statistics reveals that recidivism rates are high, regardless of how they are measured. Within three years of release, 67 percent of former inmates were rearrested for a serious offense, 47 percent were convicted of a new crime, 25 percent were sentenced to a prison term for a new crime, and 52 percent were returned to prison for a new sentence or a violation of the terms of release (Beck and Levin 2002). The data in Table 1 show that much of the recidivism happens quite quickly. Nearly 30 percent of releasees were rearrested within six months, and an additional 14 percent were arrested in the subsequent six months. Even for the recidivism measures reconviction and new sentence to prison, which one would expect to take longer to occur, rates of recidivism are higher in the first year than in later years. The period just following release appears to be particularly important in preventing recidivism. An earlier BJS study, of those released in 1983, showed arrest rates in three month intervals, finding the highest levels in the period just following release (Beck and Shipley 1989, Table 12).

Other research provides descriptions of the time following prison release, emphasizing the importance of the period immediately following release, including the first day out (Nelson, Deess and Allen 1999). It appears that the time from release through the first year is a pivotal time for ex-offenders, determining whether they resort to old habits or make a fresh start.

The high recidivism numbers may not be surprising given that those behind bars tend to be poorly positioned to succeed in conventional society (Travis 2000, Travis, Solomon, and Waul 2001, LoBuglio 2001). Inmates

generally have low levels of educational attainment, are quite likely to have substance abuse or mental health problems, generally do not have access to permanent housing, and may or may not have family support to assist them in the transition from life behind bars to civilian life. Their term of confinement may make locating employment and housing more difficult, as some employers and landlords are excluded from hiring or renting to ex-offenders and many others prefer not to interact with this population. Given past criminal behavior and these barriers, it is no surprise that many of those released from prison and jail end up returning, some of them quite soon after release.

These recidivism statistics indicate that those newly released from confinement are committing a substantial number of crimes, representing a substantial threat to public safety. The BJS study found that the fewer than 300,000 offenders they studies had accumulated nearly five million arrest charges within three years of release. It seems reasonable to extrapolate that number (double it) to correspond to the current nationwide figure of 600,000 newly released inmates. To give some context, the total is in the same ballpark as the number of index crimes reported annually by the FBI. At the same time, reincarcerating those who do re-offend brings with it substantial costs to the taxpayer, on the order of \$30,000 – \$50,000 per year. Anything that we can do to improve the rate of successful reintegration of newly released prisoners is likely to pay substantial social dividends in safer streets, healthier families, more productive citizens, higher tax receipts and lower governmental expenditures. Yet, with the policy and political emphasis in past decades on fighting crime and implementing tougher sentencing laws, the topic of prison release has often been overlooked. In fact, as will be discussed later, some of the very actions taken to toughen the treatment of convicted offenders have actually made it harder to manage their eventual release.

Inmate Release

A combination of sentencing law and correctional practice determines the timing and conditions under which inmates are released, and these vary substantially from state to state. Through most of the century in most states, the management of the release of inmates fell to a parole board.

Traditional parole served two distinct functions: discretionary release and post-release supervision. Discretionary release occurs when a parole board determines that an inmate should be released from confinement to serve the remainder of his or her sentence in the community. The second function concerns the supervision of ex-inmates who have been released by the parole board.

A variety of legislative and bureaucratic decisions over the past 25 years have changed this picture dramatically (Ditton and Wilson 1999 and Burke 1995). A move to greater predictability in sentencing substantially reduced the discretion of parole boards to grant release to inmates. Mandatory sentencing and truth in sentencing laws eliminated discretionary release for large numbers of inmates, as these laws specify mandatory release dates. Whatever their purpose, these changes weakened parole and, as a result,

Table 1.
Recidivism rates of prisoners released in 1994, BJS data from 15 states
(In each category, the cell indicates the percent recidivating for the first time during that period.)

Time after release	Rearrested	Reconvicted	New sentence to prison
6 months	29.9%	10.6%	5.0%
6 mo. – 1 year	14.2%	10.9%	5.4%
1 year – 2 years	15.1%	14.9%	8.4%
2 years — 3 years	8.3%	10.5%	6.6%

Source: Langan and Levin (2002), Table 2.

reduced the opportunity for post-incarceration supervision. Even in states that did not eliminate discretionary release, parole boards became more hesitant to grant it (Petersilia 1999). In sum, these reforms effectively eliminated discretionary release in many states. At the same time, some states have introduced programs of mandatory post-incarceration supervision. By 2000, the most common method of release from state prison was mandatory parole (Hughes, Wilson and Beck 2001). Under mandatory parole (or mandatory post-release supervision), the date of release is determined by statute and supervision is provided by the parole agency after release.

The introduction of mandatory post-incarceration supervision notwithstanding, the proportion of inmates released with no further supervision has increased. If a prisoner is released under the authority of a parole board, the conditions placed can include curfews, drug testing, mandatory programs to manage anger or improve other deficits, requirements of employment, and payment of restitution to victims. These conditions are intended to help former inmates “practice” civilian life, improve their chances of success in civilian life, and reduce their chances of further criminal activity.

Parole boards have to balance several, sometimes competing, goals. Decisions to grant discretionary release impact the individual inmate, of course, but also the community into which they are released. If the inmate released to the street unconditionally at the expiration of his term, the opportunity to craft an individualized program is lost and only usual policing activities will provide a restraint on subsequent criminal activity. The extent to which parole boards grant discretionary release provides incentives to current and future inmates to take full advantage of their time incarcerated to improve their chances of parole release. Thus, the existence and use of paroling authority can have an important impact on the success of rehabilitative programming within correctional facilities, and therefore on the rate of successful inmate reintegration. States generally release some portion of their inmates with conditions and some without, depending upon state sentencing law, the actions of the parole board, and the behavior of the inmate.² Nationally, of those released from state prison in 1999, 18 percent were released at the expiration of their sentence with no conditions placed on the former inmate (Hughes et al. 2001, Table 3).

Inmate Release in Massachusetts

Although national trends are instructive, variation across jurisdictions means that, necessarily, the general picture does not accurately represent any given locality. In this section, the state of Massachusetts is used as a case study to illustrate in somewhat more detail the policy questions around inmate release. It is somewhat difficult to compare Massachusetts to other states due to the particularly prominent role counties play in the housing of sentenced criminal offenders. In most states, counties hold only those convicted of misdemeanor (less serious) offenses, generally with sentences of one year or less. But in Massachusetts, criminal sentences requiring terms in secure facilities are often served both in state prisons run by the Department of Correction and in Houses of Correction run by the county sheriffs. While it is true that, as in other states, those with longer sentences are sent to the state prisons and those with shorter sentences tend to go to county facilities, the split is different. (For more detail on prisons and jails in Massachusetts, see Keough 1999 and Piehl 2002.) The current rule is that convicted offenders sent to county Houses of Correction will have sentences no longer than 2 1/2 years for any single count, which means that county facilities in Massachusetts hold many inmates who would be sent to state prisons if they had committed the crime in any other state.³ When both the county and state systems in Massachusetts are considered together, changes

in incarceration over time generally mimic the national trends.

In the commonwealth of Massachusetts, approximately 20,000 inmates are released from state and county facilities per year, a number which has increased nearly 25 percent since 1990.⁴ Due to the shorter sentences in the counties, the majority of those released come from the various county facilities. (In 1998, 87 percent of those released were released from county facilities and 13 percent came from state prisons.) The number of releases per year is greater than the year-end number of inmates in the counties, while among state inmates, approximately 25 percent are released each year. Rates of recidivism appear to be somewhat lower in Massachusetts, but again, in the same ballpark (Massachusetts Department of Correction 2000).

Truth in Sentencing

Truth in sentencing reform in 1993,⁵ among other things, greatly reduced the scope for supervision of former inmates. The law eliminated the “Concord” sentence, in which offenders were sentenced to terms at a state reformatory with wide latitude for the parole board to determine actual time served. The law also eliminated the split sentence to state prison, in which inmates were given a term to be served in prison as well as a term of probation to be served following release. The split sentence had been a common avenue through which the probation department supervised inmates following release. The probation department is part of the court system, and offenders with split sentences were supervised by probation officers upon their release from confinement. Because the probation department also establishes conditions of satisfactory behavior and provides surveillance, it functions somewhat like parole supervision. Although truth in sentencing removed this sentencing option of a split sentence (prison and probation) for state sentences, we will see below that judges have adapted to this provision, so that probation remains an important avenue under which ex-inmates are supervised. Truth in Sentencing also eliminated parole eligibility at one-third or two-thirds of the minimum sentence for state prison sentences and it eliminated statutory good time, in which inmates were granted a certain amount of time off their stated sentence.

These changes drastically reduced the scope for parole release, with the result that more prisoners were released without supervision. Another consequence of this legislation was a reduction in the incentive for inmates to conform to expectations of non-disruptive behavior and rehabilitative efforts while in prison. Although good time continues to be granted for program participation, inmates now have less reason to adapt their behavior to the desires of the parole board in anticipation of review of their case for discretionary release.⁶

Mandatory minimum sentencing laws for various crimes further reduced the scope of a variety of mechanisms to aid prisoner reentry. The legislature passed a number of laws in the 1980s and 1990s covering particular offenses that prohibited (for a specified time period) probation, parole, furlough, work release and earned good time. When these mandatory minimum sentences are long, judges are reluctant to give terms that are longer than the minimum. As a result, there is no scope for discretionary release and thus no post-incarceration supervision for those inmates convicted of these offenses, the very ones that were determined to require more stringent punishment. One way to look at this phenomenon is to compare the minimum sentence to the maximum sentence. If there is a large gap between the two, the parole board uses its discretion to determine the actual release date. Among those sentenced to state prison for offenses other than mandatory drug offenses in fiscal year 1999, 31 percent had minimum and maximum release dates that were less than one month apart. There has been a dramatic increase in this statistic over time – in fiscal year 1994, only 2 percent of such offenders had such little scope for discretionary release.

For those sentenced for drug offenses under mandatory minimum sentencing laws, 57 percent had less than one month between the minimum and maximum. This proportion has doubled since 1994 (Massachusetts Sentencing Commission 2000b, Table 23). For these offenders, Massachusetts has effectively joined those states that have legislatively eliminated or gutted post-release supervision.

The Practice of Parole

The most important element of the charge of the Massachusetts Parole Board governing discretionary release is the criterion to be used. In order to grant conditional release, the parole board must judge that “there is a reasonable probability that, if such prisoner is released, he will live and remain at liberty without violating the law, and that his release is not incompatible with the welfare of society” (Massachusetts General Law chapter 127, section 130). Given the myriad responsibilities of the parole board, it is not surprising that actual practice changes somewhat over time.

During the same period when the number of inmates eligible for parole consideration declined, the parole board in Massachusetts, as in other parts of the country, reduced the rate at which it granted discretionary release. This change may reflect a change in public sentiment, a new view of the role of discretionary release within criminal justice, and/or a new fear among public officials of being seen as responsible for the release of criminal offenders. From 1990 to 1999, the likelihood of a state inmate receiving parole at a given hearing dropped by nearly a half (from 70 percent to 38 percent). During the same period, the likelihood of receiving parole for county inmates fell much more modestly (Massachusetts Parole Board 1999).

Perhaps an even more telling statistic about the operation of the parole board, however, is the impact on the behavior of inmates. Over this same period, an increasing number of inmates declined to have a parole hearing. Of those eligible for a parole hearing, 15 percent waived their right to a hearing in 1990 and 32 percent waived their right in 1999 (Massachusetts Parole Board 1999). In effect, waiving the right to a hearing eliminates the possibility of being granted discretionary release and, thus, being supervised after release. It is likely that at least some inmates were discouraged by the low rates of parole and decided not to bother seeking a hearing. It is also possible that some inmates decided it was better to finish their sentences in confinement, since the total amount of time available for parole release was not very substantial. It is also possible that some inmates find community supervision sufficiently unpleasant that they prefer institutional confinement (Petersilia and Deschenes, 1994). Whatever their reasons, in 1999, 4,744 inmates chose to be released with no supervision. It is an unusual law enforcement policy to allow inmates the responsibility for making the determination of how to serve their sentences.⁷

Pre-Release Practice of Correctional Institutions

Before release from the jurisdiction of the state department of correction or a county House of Correction, inmates often receive some preparation for that release. Some inmates spend a period of time in a halfway house, working during the day, spending evenings in substance abuse recovery meetings, and nights in the halfway house. Some inmates make plans for the release, perhaps initiating relationships in the community to ease their transition. Some inmates have used their time behind bars to develop educational or

vocational skills that will improve their employment prospects upon release. Existing evidence suggests that these programs are effective at reducing recidivism (LoBuglio 2001). Efforts to prepare inmates for release and supervision of those in halfway houses or other lower-security pre-release settings gives correctional institutions much in common with the parole board.

If these kinds of initiatives are universal, the transition from a correctional sentence to the community will not be abrupt. Rather, the transition will largely have occurred prior to release. One way to view the abruptness of the transition is to look at the security level from which a prisoner is released. In 1999, 13 percent of those released from the Massachusetts Department of Correction came from maximum security institutions, 43 percent from medium security and 44 percent from lower security. Over the decade of the 1990s, there has been a substantial decline in the proportion being released from the lowest levels of security. It is only in the lower-security prisons where there is some chance that inmates have the opportunity to begin to make the transition to living in the community. The high and growing proportion of releasees coming from medium and maximum security indicates that there is more work to be done to help inmates successfully reenter civil society.

Conditions of Release

An inmate released from custody may or may not have conditions placed on their behavior, depending on the sentencing regime and the actions of the parole board. In addition, there are other ways in which inmates are released from prison under the authority of some law enforcement entity. One important reason for this is that inmates have complicated legal histories, some of which require further law enforcement action after the expiration of a given sentence. For example, the Immigration and Naturalization Service (INS) has been actively seeking to deport criminal aliens, particularly following the passage of several laws in the early 1990s that expanded its authority, responsibility and funding. Another example is that judges have developed sentencing practices that provide for post-incarceration supervision. They have done this primarily by structuring sentences that include terms of probation in addition to the terms of confinement. Therefore, while it is important to consider parole when

Table 2
Terms of Release from the Massachusetts Department of Correction, 1999

Type of Release	Proportion of Releasees
None / Release to Street	56%
Parole	29%
Release to Other Authority	15%

Source: Author's calculations from Table 21 of Massachusetts Department of Correction, *A Statistical Description of Releases from Institutions in the Jurisdiction of the Massachusetts Department of Correction During 1999, September 2000*.
Note: N = 3548.

Table 3. Terms of Release by Security Level of the Correctional Institution

Type of Release	Maximum Security	Medium Security	Minimum Security	County / Out of State	Total
None/Release to Street	162 (68%)	1161 (56%)	608 (55%)	64 (50%)	1,995
Parole	19 (8%)	469 (23%)	500 (45%)	33 (26%)	1,021
Release to Other Authority	56 (24%)	441 (21%)	3 (<1%)	32 (25%)	532
Total	237	2071	1111	129	3,548

Source: Tabulations performed by the Research Department of the Massachusetts Department of Corrections.

studying what happens to inmates upon release from state and county correctional facilities, it is insufficient to stop at parole. One must consider other avenues of release.

Table 2 describes categories of release from the Massachusetts Department of Correction (DOC) in 1999. Given the length of terms served, this release cohort reflects sentencing law and practice from the early to mid-1990s. While only 29 percent of releasees were paroled, 15 percent were released to other legal authorities: 6 percent to the INS, 7 percent to jurisdictions in which there were outstanding warrants for their arrest, and the remaining 2 percent to another federal or state authority. Of the 56 percent that were released to the street, some were supervised by the probation department. Despite diligent efforts, the author was unable to find any agency with knowledge of the number of inmates released from the DOC who were under probation supervision.⁸ Note that for those who were not paroled, the timing of their release was determined by the original sentence (and the earning of good time for participation in productive activities while incarcerated), rather than by a discretionary decision.

More detail about those released from the DOC is reported in Table 3, in which the term of release is broken out by the security level of the prison that the inmate was held in at the time of release. The first cell of the table shows that 162 people were released directly to the street from maximum-security prisons in 1999. The majority of people paroled came from medium- and minimum-security prisons. It makes sense from the perspective of the parole board that the paroling rate from maximum-security prisons would be low. Nonetheless, from a larger policy perspective, all inmates are released from confinement at the expiration of their sentences and, from these numbers, we see that many are coming from higher levels of security (2308 of the 3548 released from DOC jurisdiction came from medium or maximum security). Table 3 indicates that more than half of the prisoners released from maximum- and medium-security prisons were released directly to the street.

Among those released directly to the street, 8 percent came from maximum security while among those paroled (which implies post-incarceration supervision) fewer than 2 percent were from maximum security. (Recall that it is possible that some of the people released directly to the street are under probation supervision as well, but there is no information about the extent of this phenomenon.)

Comparable data are not collected from the various counties. Therefore, to get a sense of the forms of release from county Houses of Correction (HOC), information was collected about those released from the custody of the Suffolk County HOC in January 2001. Suffolk County has historically been the county housing the greatest number of inmates in the commonwealth and is the jurisdiction covering Boston. Table 4 reports the release types for those leaving the Suffolk County HOC in January. Of this group, only 8 percent were paroled. However, only 49 percent were released

Table 4
Type of Release from Suffolk County House of Correction, January 2001

Type of Release	Proportion of Releasees
None / Release to Street	49%
Parole	8%
Release to Other Authority	19%
Probation	23%

Source: Author's communication with Suffolk County House of Correction, October 2001.

Notes: N = 212. Those released to street include two people whose sentences were revoked.

with no further law enforcement involvement. Twenty-three percent of releasees were on probation following release and the remaining 19 percent went to other authorities (due to outstanding warrants or immigration problems). While it is important to bear in mind that other counties (or other times of year) may yield somewhat different proportions, these numbers clearly suggest that inmates leave correctional facilities under a variety of forms of supervision. Thus, an analysis of post-incarceration supervision must consider more than simply parole.

The importance of probation supervision following incarceration, particularly in recent years, can also be seen in sentencing data. Among those sentenced in 1999, approximately 40 percent of those sentenced to counties and about 40 percent of those sentenced to state prison have terms of probation to serve following release (Piehl 2002). In some situations, judges sentencing an inmate to state prison can require a term of probation following release by issuing a “from & after” (also known as “on & after”) sentence. In these sentences, a judge can impose a sentence of incarceration for one criminal charge and a sentence of probation (to be served after the term of incarceration) for another criminal charge. Thus, while the split sentence to state prison was eliminated, offenders convicted of multiple charges may be sentenced to prison and probation. As current inmates come to the end of their prison terms, this use of post-incarceration probation will affect an increasing percentage of the releasee population, particularly for state prisoners.

It is worth noting that the individuals on probation following a term of incarceration constitute a small part of the probation department's workload. Among all probation sentences imposed, 16 percent are for post-release probation while the remainder is for community supervision and, perhaps, fines for less serious offenders (Massachusetts Sentencing Commission 2000b, Table 27). Those who are sentenced to post-release probation supervision are a heterogeneous population. Of this group, 42 percent were convicted of violent offenses, 24 percent property offenses, 19 percent drug offenses, 10 percent motor vehicle offenses, and 5 percent other offenses (author's calculations from Massachusetts Sentencing Commission 2000b, Table 28).

It is clear that sentencing plays a large part in how the process of release unfolds. Currently, only if there is scope for the parole board to act and the board chooses to approve discretionary release does post-release parole supervision happen. At the same time, a large proportion of inmates are under the supervision of the Probation Department following release. (Some inmates are even on probation and parole simultaneously. Because no agency keeps track of this information, nobody knows how many. Of those released from Suffolk County HOC in January 2001, six of the 18 paroled inmates were on probation, too.) The remainder walk out the door without anyone checking up on them or offering support.

Prisoner Reentry and Other Agencies

While judges and the parole board play central roles, there are a number of other entities concerned with the reentry into the community. All correctional facilities have some programming for inmates and many have initiatives specifically to prepare inmates for release. There are some obstacles often faced by institutions, including the difficulty of providing a secure facility, uncertainty about the timing of release, and restrictions on movement placed by sentencing law. Nonetheless, both the state and the counties provide a variety of voluntary and mandatory initiatives whose purpose is to increase the chance that offenders succeed once they are released. However, few correctional institutions take full advantage of the time inmates have available to improve their prospects in conventional society, therefore missing

critical opportunities to improve prospects for successful reintegration to society. At the same time, a variety of governmental agencies reach out to the ex-inmate population to provide employment and other services. At the same time, there are non-profit and other initiatives that seek to assist ex-inmates with the transition, with varying degrees of scale and of success. In some locations, agencies are working together in innovative ways to provide incentives to released inmates to reduce criminal recidivism, but space constraints do not allow a detailed discussion of these efforts in Massachusetts or elsewhere.

One important entity for the current discussion of Massachusetts is the Office of Community Corrections (OCC) was established in 1996 in the Administrative Office of the Trial Court to facilitate cross-agency collaboration in the management of offenders in the community. The efforts and money of the OCC have certainly pushed forward the provision of supervision and services to offenders living in the community. These are welcome improvements. The OCC's philosophy is that offenders progress through decreasing levels of surveillance and program requirements. This gradual reduction in oversight has the potential to help a number of offenders gain their footing. However, there are cautionary notes about the prospect of OCC to solve all of the problems associated with the release of large numbers of prisoners. (To be fair, this was not the goal of the OCC.) First, the issue of multiple agencies being responsible for inmates is not resolved by creating a new agency. Inmates at OCC facilities are under the legal authority of various agencies, notably the courts, corrections and the parole board. Shifting between institutions with different lines of authority can be deleterious to the provision of services and programming (LoBuglio 2001). It can be difficult to align incentives across agencies, and offenders may be able to locate holes in the system if the level of coordination is insufficient. Second, a number of categories of offenders cannot be sentenced to a community corrections center, due to exclusions specified in the enabling legislation or to mandatory sentencing laws. As we have seen before, due to a concern for public safety, some of those who pose the greatest risk to public safety are left out of these promising initiatives.

Conclusion

The point of transition from prison to the community provides an opportunity to improve public safety. Even a modest reduction in recidivism would yield substantial reductions in criminal victimization and in criminal justice expense. Yet, recent reforms have not only not taken advantage of this opportunity, but have oftentimes made it harder to manage inmate release. Often, as the Massachusetts analysis shows, those most in need of supervision are the least likely to receive it. Mandatory sentencing laws and restrictions on community placement are some reforms responsible for this circumstance.

At one time, the multiple goals associated with managing inmate reentry through discretionary release decisions, choices of supervision mode, and offers of support services were juggled by parole agencies. Now, the responsibility is more diffuse. Although some agencies and partnerships have been quite innovative in dealing with inmate reentry, these efforts are by no means systematic. Two dramatic gaps in our knowledge provide the best evidence that inmate reentry has been overlooked in criminal justice policy. First, there is little research on the best practices of post-incarceration supervision (e.g., length of time, monitoring intensity, role of technical violations). Second, it is difficult and time consuming even to assemble to most basic information on those being released from prison. These indicate that we have not been doing a good job in this arena. They also indicate that improvements in policy and practice may well have high returns.

Endnotes

¹This is a rough calculation. According to estimates from the U.S. Census Bureau (www.census.gov) the population is approximately 285 million, of whom 25.7 percent are under age 18 and 12.4 percent are over 64. Dividing 600,000 inmates by the population age 18 through 64 yields the 1 in 300 figure.

² California is a notable exception, having eliminated discretionary parole for all inmates except lifers and established mandatory parole for all others.

³ The statistics collected and reported by the federal government only include inmates held in state prisons. As a result, a far higher proportion of inmates in Massachusetts are excluded than in other states. To make comparisons yet more difficult, sometimes there are changes in the rules that determine where particular sentences are to be served. For example, the proportion of inmates held in county Houses of Correction rather than in state prisons has increased substantially over time. This means that looking at state figures alone is misleading.

⁴ Because the Houses of Correction are run by 13 different sheriffs, data collection efforts are not coordinated. These estimates come from Clausen (2000), and were derived from Department of Correction publications on inmate counts and new commitments.

⁵ Chapter 432 of the Acts of 1993, "An Act to Promote the Effective Management of the Criminal Justice System through Truth-in-Sentencing."

⁶ It should be noted that some of the move toward more determinate sentences happened before the Truth in Sentencing law. In 1993, at the time of the Truth in Sentencing legislation, for example, 37 percent of all sentences for males committed to the state Department of Correction were either split or "Concord" (reformatory) sentences, down from 46 percent in 1984 (Massachusetts Sentencing Commission 2000a, Table 2.)

⁷ The practice of the Massachusetts Parole Board may be changing, however. Under new leadership, the board has developed a reentry program. One change that has already occurred is how the board conducts hearings. As of November, 2000, the board began conducting all hearings for parole eligible offenders in person. This means that Parole Board members travel to county and state correctional facilities to hear inmates present their cases. It is too soon to tell if this change will impact either the rate at which discretionary release is granted or the rate at which inmates seek parole hearings, as statistics are not yet available. But early reports indicate an increase in the proportion of hearings that result in approval of discretionary release. The board is also considering implementing a program of graduated sanctions. While currently in the early stages, the reentry initiative has the potential to change important elements of parole supervision. Nevertheless, these reforms will not change the fundamental problem that those most in need of post-incarceration supervision may not receive it because of current sentencing laws.

⁸ Although the federal Bureau of Justice Statistics collects data intended to cover those under probation supervision, Massachusetts does not report this number. (Author's communication with BJS and Massachusetts DOC research staff.)

References

Beck, Allen J. *State and Federal Prisoners Returning to the Community: Findings from the Bureau of Justice Statistics*, presented at the First Reentry Courts Initiative Cluster Meeting, Washington, D.C. (April 13, 2000).

Beck, Allen J. and Bernard Shipley. *Recidivism of Prisoners Released in 1983*, Bureau of Justice Statistics Special Report, U.S. Department of Justice, NCJ 116261 (April 1989).

Burke, Peggy B. *Abolishing Parole: Why the Emperor has No Clothes*, American Probation and Parole Association (1995).

Clausen, Matthew N. *Prisoner Reintegration in Massachusetts*, Masters' thesis, John F. Kennedy School of Government, Harvard University (2000).

Community Resources for Justice. *Returning Inmates: Closing the Public Safety Gap*. Boston, Mass., monograph (2001).

Ditton, Pamela M. and Doris James Wilson. *Truth in Sentencing in State Prisons*, Bureau of Justice Statistics Special Report, NCJ 170032 (January, 1999).

Hughes, Timothy A., Doris James Wilson, and Allen J. Beck. *Trends in State Parole, 1990-2000*, Bureau of Justice Statistics Special Report, U.S. Department of Justice, NCJ 184735 (October 2001).

Keough, Robert. *Prisons and Sentencing in Massachusetts: Waging a More Effective Fight Against Crime*, Boston, MA: Massachusetts Institute for a New Commonwealth (1999).

Kleiman, Mark A.R. "Community Corrections as the Front Line in Crime Control," *UCLA Law Review*, vol.46 (1999) pp.1909-1925

Langan, Patrick A. and David J. Levin. *Recidivism of Prisoners Released in 1994*, Bureau of Justice Statistics Special Report, U.S. Department of Justice, NCJ 193427 (June 2002).

LoBuglio, Stefan. "Time to Reframe Politics and Practices in Correctional

Education," in *The Annual Review of Adult Learning and Literacy, Volume II*, National Center for the Study of Adult Learning and Literacy (2001).

Massachusetts Department of Correction. *The Background Characteristics and Recidivism Rates of Releases from Massachusetts Correctional Institutions during 1995* (May 2000).

Massachusetts Parole Board. *10-year Trends, 1990 - 1999* (1999).

Massachusetts Sentencing Commission. *Survey of Sentencing Practices: Truth in Sentencing Reform in Massachusetts* (October 2000a).

Massachusetts Sentencing Commission. *Survey of Sentencing Practices, FY 1999* (January 2000b).

Nelson, Marta, Perry Deess, and Charlotte Allen. *First Month Out: Post-Incarceration Experiences in New York City*, Vera Institute of Justice, monograph (1999).

Petersilia, Joan. *When Prisoners Return to the Community: Political, Economic, and Social Consequences*, Research in Brief - Sentencing & Corrections: Issues for the 21st Century, Washington, DC: U.S. Department of Justice, National Institute of Justice (November 2000).

Petersilia, Joan. "Parole and Prisoner Reentry in the United States," in Michael Tonry & Joan Petersilia (eds.), *Prisons (Crime and Justice: A Review of Research* vol. 26), Chicago, Ill.: University of Chicago Press (1999).

Petersilia, Joan. "Probation and Parole," in Michael Tonry (ed.), *Handbook on Crime and Punishment*, Oxford University Press (1998) pp. 563-588.

Petersilia, Joan and Elizabeth Piper Deschenes. "What Punishes? Inmates Rank the Severity of Prison vs. Intermediate Sanctions," *Federal Probation*, vol. 58, no.1, (March 1994) pp.3-8.

Piehl, Anne Morrison. *From Cell to Street: A Plan to Supervise Inmates after Release*, Boston, MA: Massachusetts Institute for a New Commonwealth (January 2002).

Travis, Jeremy. *But They All Come Back: Rethinking Prisoner Reentry*, Research in Brief - Sentencing & Corrections: Issues for the 21st Century, Washington, D.C.: U.S. Department of Justice, National Institute of Justice (May 2000).

Travis, Jeremy, Amy L. Solomon, and Michelle Waul. *From Prison to Home: The Dimensions and Consequences of Prisoner Reentry*, Washington, D.C.: Urban Institute (2001).

Note: This article is based on *From Cell to Street: A Plan to Supervise Inmates After Release*, which was funded by a grant to the Massachusetts Institute for a New Commonwealth (MassINC) from the Gardiner Howland Shaw Foundation. Points of view or opinions stated in this document do not necessarily represent the official position or policy of MassINC or the Shaw Foundation. The full report published by MassINC is available at www.massinc.org. □

Anne Morrison Piehl, Ph.D. is with the John F. Kennedy School of Government at Harvard University.

How can your everyday shopping benefit the American Probation and Parole Association?



**Join & shop now
to support
APPA**

Turn your everyday online
shopping into support of APPA
<http://www.igive.com/appa>

Support the American Probation and Parole Association

Be a part of the first and largest online network of shoppers, online stores, Web sites, and nonprofit organizations dedicated to turning everyday online shopping into philanthropy.

FREE membership. Great prices.

It's FREE to join. You'll also receive great benefits, FREE shipping offers, and special savings to make the great prices you'll find every day through iGive.com.

Shop at over 300 generous stores & maybe save on your taxes.

Amazon.com, 1-800.com, 1-800.com, Delta Travel, Barnes & Noble, eBay, and many more! Every dollar you give up to 30% goes your way here goes right to APPA. Most of these contributions can be tax deductible for you.

What's the catch?

There isn't one. It's free. No "ups." Total member privacy. Our members are valued and given away over \$200,000. We're supported by the best stores, all committed to ensure you receive a percentage that benefits causes close to yours.



Implementing Best Practices:

A Story from the Field

The 1990s have been characterized as the decade of accountability. In corrections this movement served as the catalyst for many correctional agencies to implement evidence-based practices in their work with youthful offenders.

BY MARILYN VAN DIETEN, PH.D

Introduction

Over the last decade we have been bombarded with media headlines portraying an increase in youth crime. Snapshots of violent crime committed by youth and the loss of many children to shootings and violent attacks have become frequent statistics.

In response to this trend, politicians, social scientists, researchers and practitioners have begun to look closely at what can be done to prevent and deter youth from violent and generalized criminal behavior. One avenue advocated by social scientists and researchers is to examine the existing literature in an effort to identify what is working to address youth crime. The end result has been the emergence and cultivation of a new language for corrections framed around what works or the “best practices” literature (Andrews & Bonta, 1998; Gendreau, 1996).

The “best practices” literature provides practitioners with a roadmap to guide program development and delivery. However, a roadmap does not guarantee that the journey will be a smooth or successful one. Initial excitement can be diminished very quickly when obstacles to implementation emerge and appear insurmountable. Agencies that have made the journey can provide useful information with respect to challenges that will undoubtedly arise. More importantly, they can assist other agencies to avoid pitfalls and provide recommendations and solutions that will facilitate a smoother transition.

Over the past four years, Washington Association of Juvenile Court Administrators (WAJCA) has systematically implemented the principles specified in the “what works” literature. Adherence to these principles suggests at least three interrelated and complex challenges to successful implementation. First, the organization must build the capacity to support and encourage change. Second, the organization must build the mechanisms to ensure program integrity and sustainability. Finally, the organization must demonstrate accountability, value and efficacy.

This article will describe how WAJCA met these challenges and continues to make the principles of effective intervention operational. This paper will begin by providing a brief description of the juvenile court system in the state of Washington. Each of the implementation challenges highlighted above will then be addressed to provide the reader with a close look at the strategies used by WAJCA to move “best practices” from an ideal to a reality.

Setting the Context: The Washington State Juvenile Justice System

The state is governmentally subdivided into 39 counties with 33 juvenile courts: one tri-county, four bi-county and 28 individual county juvenile courts. County governments operate the juvenile courts, detention facilities and diversion programs. The most serious offenders are sentenced to incarceration in state correctional institutions. The state also distributes supplemental funding for county-based services to the juvenile courts. The counties supervise approximately 95 percent of the juveniles adjudicated each year.

Each of the 33 juvenile courts has a court administrator that is appointed by officials from the local judiciary. In 1972, representatives from each of the courts formed the Washington Association for Juvenile Court Administrators. During the early years, the primary mandate of WAJCA was to bring leaders together to discuss common issues and concerns. At present the association functions with respect to three core principles of operation. The first principle emphasizes an equalitarian approach to decision making. Essentially, each appointment to the association is equally valued and each member equally respected regardless of court size and location. The second principle advocates commitment for decision making based

upon the greater good of all courts within the state. The third principle maintains the need for courts to remain united.¹

WAJCA plays a vital and influential role in addressing the diverse needs of all youth entering the juvenile justice system. The strength of the association lies within its ability to mobilize and coordinate efforts that serve the best interests of youth. The overarching goal of the association is to provide services that will enhance the likelihood of long term change. It is this commitment to each other and to the common vision of serving youth that allowed WAJCA to move forward in implementing best practices.

I: Building The Capacity For Change

The implementation of “Best Practices” involves complex human activities, changing environments, and paradigm shifts. The first step in the implementation process is to assess and develop the capacity for change.

Corrections in the 1990s are often characterized by a movement toward accountability. Public demands for governmental action in the area of crime prevention has served to hold correctional agencies responsible not only for public safety but for demonstrating value added with respect to crime reduction. In response to this challenge, WAJCA lobbied for legislative funding in 1995 to deliver and evaluate an early intervention project. Working with the Washington State Institute for Public Policy (WSIPP), a non-partisan research institute, the association was able to demonstrate the need and commitment to implement “best practices.”

This effort was rewarded by the Washington State Legislature who provided the incentives, resources and context necessary to continue this work through the Community Juvenile Accountability Act (1997). The Act is designed to distribute resources and ensure that local governments are supported in their efforts to implement empirically validated programs. The goals of the Act are to demonstrate reductions in recidivism and crime rates of juvenile offenders in juvenile courts. Under the Act, local governments can apply for funds to provide a continuum of community-based programs emphasizing a juvenile offender's accountability and assisting the offender to develop the skills necessary to function efficiently and positively in the community in a manner consistent with public safety.

Specifically, the juvenile courts are required to: (1) determine the level of risk for re-offending posed by juvenile offenders so the courts may target more intensive efforts at higher risk youth and not use scarce resources for lower risk youth, (2) identify the targets of intervention to guide the rehabilitative effort. This includes a thorough assessment of risk factors that have been consistently linked to criminal behavior as well as protective and competency factors related to pro-social development, (3) develop a case management plan focused on intervention strategies that are linked to reductions in future criminal behavior by reducing risk factors and strengthening protective and competency factors, (4) identify and implement intervention strategies and programs with demonstrated outcomes in reducing juvenile crime, (5) monitor the youth's progress in reducing risk factors and increasing protective factors to know whether the case management strategy is effective, (6) reduce paperwork through the use of computerized assessment and monitoring software and, (7) provide juvenile court management with information on the progress made to reduce risk factors and increase protective factors by court programs and contracted service providers.

Through the collaborative efforts of WAJCA and the Washington State Institute of Public Policy, the Washington State legislature mobilized and directed resources to assist communities to begin to apply the “best practices” literature. The remainder of this article will focus on how WAJCA built the capacity to meet this challenge.

Table 1

A SNAPSHOT OF THE WASHINGTON ASSOCIATION OF JUVENILE COURT ADMINISTRATOR'S RISK ASSESSMENT

10 Sub Categories:

- ☐ Criminal History
- ☐ School
- ☐ Use of Free Time
- ☐ Employment
- ☐ Community and Peer Relationships
- ☐ Family and Environment
- ☐ Alcohol and Drugs
- ☐ Mental Health
- ☐ Attitudes/Behaviors
- ☐ Skills

Summary scores are provided on the following:

Overall Risk Level:

- ☐ Static Risk Score
- ☐ Dynamic Risk Score
- ☐ Static Protective Factor Score
- ☐ Dynamic Protective Score

Mobilizing Resources: Developing a Risk/Need Assessment

One of the most challenging aspects of this project was to identify an instrument that can accurately assess which youth are at greatest risk for system involvement and who pose the greatest risk to the community. Risk assessment instruments have a long history in North America and have been used for decades to determine the likelihood for re-offending (Andrews & Bonta, 1998). More recent advances to these tools permit practitioners to identify dynamic risk factors (Hoge & Andrews, 1998, Andrews & Bonta, 1996). Once targeted, interventions can be implemented to address and change dynamic risk factors or criminogenic needs that lead to reductions in risk for criminal behavior. Standardized risk/need assessments have been used extensively with criminal justice populations to determine treatment intensity, level of supervision and/or classification and to identify the targets for intervention. A large body of literature currently exists to demonstrate the reliability and validity of these measures (see for example, the Level of Service Inventory, 1996).

Under the direction of Dr. Robert Barnoski of the Washington State Institute for Public Policy, WAJCA made the decision to develop an innovative risk/need assessment. Dr. Barnoski was interested in incorporating advancements with respect to risk/need prediction and new knowledge about protective factors. The inclusion of protective factors provides an important paradigm shift from the traditional stance of "rooting out problems" to a more positive focus of "building up" or strengthening factors that can mediate the impact of risk. Dr. Barnoski was also interested in including a skills section to assess individual coping strategies. Items were chosen from performance outcomes established by programs reporting promising results in reducing recidivism. The inclusion of items focusing on self-management, impulse control and interpersonal skills permit the tool to examine the impact of participation in intervention programs.

Dr. Robert Barnoski followed a three-step process to develop the instrument. First, the scientific direction of the tool was guided by a thorough review of the theoretical and prediction literature and available research on protective factors.²

The second step involved the development of a draft model of the tool that was presented to a group of international experts. The experts provided written comments and recommendations to assist with content and design.³ The final, and perhaps most critical, step in developing the tool involved the participation of many juvenile court professionals who provided practical guidance to clarify information being collected in the

assessment and assisted with piloting the tool in over a dozen juvenile courts.

A snapshot of the risk/need assessment is presented in Table 1. Probation staff gather information during a series of semi-structured interviews from the youth, family and identified collaterals. They then enter the information into a computer. The computer provides a summary of information gathered during the interview and assists probation staff to monitor change over time. Upon completion of the assessment, probation staff are provided with a summary of results including overall risk level and separate scores for static and dynamic risk/need. These factors help probation staff manage the risk on their caseloads and help to ensure that the needs that place their youth at highest risk can be identified and addressed through appropriate referrals.

Mobilizing Resources: Implementing the Risk/Need Assessment

As the development of the risk assessment came to fruition, WAJCA began to build the capacity for implementation. This stage brought a new set of challenges and obstacles, the first of which concerned how to bring the risk assessment to all 33 courts in a timely manner. The implementation strategy involved three distinct phases. During the first phase, an outside consultant,⁴ worked closely with WSIPP and WAJCA to develop an implementation protocol that included a standardized training package for probation staff and a procedure to certify trainers from across the state.

The training protocol includes a two-day curriculum designed to provide probation staff with the necessary information and interviewing skills to accurately score the assessment and to interpret the results. The procedure for selecting and certifying statewide trainers involved several steps. First, systematic efforts were made to identify a representative number of trainers from six regions across the state in accordance with the number of youth served.

Second, the Juvenile Court Administrators were asked to identify staff with the necessary skills, interest and knowledge to participate in the certification process. Selection characteristics included: a strong interest in providing training to correctional practitioners; experience in facilitation and training groups; knowledge of adult learning principles; excellent interpersonal and communication skills; dynamic and energetic presentation style; extensive knowledge of the prediction and treatment outcome literature; ability to deal with staff resistance; compliance with the certification process.

Third, two, three-day intensive trainings were provided to trainers selected by the courts. Twenty participants attended the initial training and eight successfully completed the certification process which included the following criteria:

- Administration of two risk assessment interviews and the submission of videotapes. The interviews were rated by the contractor along five major dimensions including, knowledge and comfort in administering the instrument, scoring accuracy, interview style, interview skill and ability to formulate a case plan. A Likert Scale of 1 – 5 with 5 indicating excellent performance was used to rate each of the dimensions. Trainers were required to receive a rating of four across all dimensions on at least two of the submitted videotapes.
- Participation as a co-facilitator with the contractor during at least one training offered to correctional practitioners.
- Demonstrated knowledge of the prediction and treatment outcome literature through tests and presentations.

An enormous commitment was made by each of the trainers⁵ to complete the certification requirements. Their willingness to take on this challenge is the primary reason that WAJCA was able to provide training to over 600 probation staff from 33 courts. In order to ensure that new staff are provided with training in a timely fashion and that training is provided in a location that negates the need for long-distance travel, statewide risk assessment trainings are held every six weeks. In addition, training is facilitated by a minimum of two trainers from two different courts to ensure quality assurance of the tool. To date, over 900 probation staff have been trained in the WAJCA assessment tool.

Mobilizing Resources: Implementing Advanced Training

Following training to the probation staff in risk assessment, a curriculum was developed which focused exclusively on case planning. Once again, the training curriculum was developed with the help of a consultant⁶ and several of the certified trainers. This two-day course was designed to help participants apply motivational strategies during the case management process. Participants are provided with a broad overview of the trans-theoretical model of change (Prochaska and DiClemente, 1982). Brief intervention strategies are then modeled and practiced with respect to the stages of change. Finally, participants are encouraged to apply these strategies within a four-step model of case management. Case studies, video presentations, graphic illustrations and a series of role-play exercises are used to ensure skill generalization.

An implementation committee made up of representatives from four courts was established to review the curriculum and to develop a training strategy. A train-the-trainers model, similar to that designed for the risk/need assessment, was introduced. At present, six probation staff have been certified to deliver the curriculum and over 600 probation staff from each of the 33 counties have been trained in the case management model. Training in this curriculum is now offered every six-weeks in various locations throughout the state to ensure that new staff are exposed to the model in a timely fashion.

Mobilizing Resources: Implementing Evidence-Based Programs

An important mandate of the Community Juvenile Accountability Act is the introduction of evidence-based treatment programs. In accordance with this Act, funding for intervention programs was dramatically altered. That is, the act specified that only programs shown to reduce recidivism in a cost-effective manner would be eligible for state funds.

Once again, WAJCA worked closely with the Washington State Institute for Public Policy to study the feasibility of implementing validated treatment

programs. A careful review of the national research was conducted and five programs that demonstrated reductions in recidivism were selected including: Functional Family Therapy (James Alexander); Aggression Replacement Training (Arnold Goldstein and Barry Glick); Multi-Systemic Therapy (Scott Henggeler); Adolescent Mentoring (William Davidson); and Interagency Coordination (Patrick Tolan). In August of 1998, WSIPP and WAJCA invited authors of these programs to a general assembly and courts were invited to choose the program(s) they wanted to implement. Several of the programs including Functional Family Therapy (FFT), Aggression Replacement Training (ART) and Multi-Systemic Therapy (MST) were selected. Contracts were then made with the authors of these programs to provide the courts with training and technical support. Weekly or bi-monthly phone consultation and site visits were also initiated to ensure program integrity. At present, all 33 courts have implemented one or more of these programs.

Part II: Program Sustainability and Integrity

The introduction of evidence-based assessment, case planning and treatment requires a considerable investment of human resources and a strong commitment from all levels of the organization. However, the initial costs are almost inconsequential when consideration is given to quality assurance. Many agencies have eagerly incorporated new programs but have failed to provide the infrastructure to supervise, support and sustain it. Perhaps the greatest test for any project is its ability to be replicated elsewhere.

To address the question of program integrity and sustainability, the WAJCA lobbied for additional funding and were awarded a Juvenile Accountability Incentive Block Grant. The grant was used to hire a risk assessment coordinator who functions primarily to serve as the statewide coordinator to ensure quality training, supervision and support for the WAJCA Risk Assessment Tool and Case Management Principles.⁷

The risk assessment coordinator is also responsible for: (1) coordinating the policies and procedures manual for the juvenile courts, (2) responding to procedural problems and coordinating software needs with designated software vendors, (3) developing the infrastructure to provide the courts with technical assistance, and (4) serving as a point of contact for disseminating accurate information between the juvenile courts, the Washington State Institute of Public Policy, contractors and Juvenile Rehabilitation Administration.

To meet these functions, the risk assessment coordinator has developed several committees that provide different advisory and operational functions.

1. Quality Assurance Committee

Members of the Quality Assurance Committee are made up of two Juvenile Court Administrators and representatives from six different courts. This committee is responsible for ensuring that each court has developed and continues to update a Quality Assurance Plan. The plan provides an outline of the mission statement and the process that is used to incorporate each aspect of the WAJCA model into daily practice. This committee meets on a monthly basis to discuss next steps, prioritize training, develop and refine training curriculum and works to ensure that all new initiatives represent the diverse needs of each court. At present all 33 courts have developed a Quality Assurance Protocol that includes information on the following procedures: (1) implementation protocol of the Risk Assessment Tool and Case Management Principles; (2) selection criteria for trainers; (3) process for certifying trainers; (4) quality assurance specialists duties and selection process; (5) process for training and certifying probation in the use of the tool; (6) address each court's confidentiality and reporting requirements of the information gathered; (7) recommendations for certification of probation staff; (8) Refresher training for probation staff; (9) awareness

**TABLE 2:
WASHINGTON STATE ACCOMPLISHMENTS (1998-PRESENT)**

- ✓ Best practices for Quality Assurance of the Risk Assessment tool were established by the QAC.
- ✓ Each county established a Quality Assurance Plan using this best practices model.
- ✓ Each county established at least one Quality Assurance Specialist to be the contact person for their county.
- ✓ Risk Assessment training materials and curriculum has been developed. Materials are revised and updated on a quarterly basis.
- ✓ Eight statewide trainers have been certified to ensure consistency in training of the risk assessment.
- ✓ Risk Assessment trainings are organized and provided every six weeks.
- ✓ Over 800 court staff have been trained in the risk assessment tool.
- ✓ All youth on community supervision receive an assessment.
- ✓ To date over 25,000 assessments have been completed.
- ✓ Software for the risk assessment has been installed in all of the courts.
- ✓ Training in the proper use of the software has been provided to court employees.
- ✓ Awareness training has been provided to judges, prosecutors, and other agencies involved with most courts.
- ✓ Caseloads are assigned by risk to re-offend with low risk youth receiving less intensive services.
- ✓ CJAA (ART, FFT, MST) programming has been implemented in all of the courts.
- ✓ Transportation and other barriers/issues for the success of CJAA programs are being addressed.
- ✓ Random assignment of youth to intervention and control groups has been established in all courts to evaluate the CJAA programming.
- ✓ Contact with WSIPP is ongoing to ensure accurate information sharing between all courts and the research model.
- ✓ Development/installation of extraction software for each court has been completed.
- ✓ Data is extracted from each court and sent to WSIPP on a monthly basis.
- ✓ Case Management curriculum was developed for line staff to develop engagement and motivational skills.
- ✓ Over 600 probation staff across the state has been trained in case management.
- ✓ A special training for supervisors was developed to ensure program integrity and ongoing technical support to line staff.
- ✓ Over 100 probation supervisors have been trained in the Effective Supervision Curriculum.
- ✓ As of January 1, 2000...All 33 courts are involved in the risk assessment project.

training for court personnel and agencies providing services to youth; (10) ongoing supervision of staff; and (11) ongoing process to ensure quality assurance of the data.

2. State-Wide Certified Trainers:

The risk assessment coordinator works closely with each of the trainers to ensure that the standards for certification are adhered too. Certified trainers co-facilitate with the risk assessment coordinator to ensure reliability in the use of the assessment and consistency across trainings.

3. Quality Assurance Specialists:

Quality assurance specialists were identified across each of the 33 courts to provide ongoing technical assistance to line-staff and managers with respect to each of the training initiatives. Candidates are required to

complete the certification process developed for trainers of risk assessment and to demonstrate knowledge of the case management and treatment initiatives. They must have the ability to supervise their colleagues and a willingness to assume the following responsibilities: (1) to serve as a main source of communication between the risk assessment coordinator and their court. This includes requesting technical assistance from the risk assessment coordinator as well as, providing court staff with updated information and support; (2) to oversee the full implementation of the Quality Assurance Plan; (3) to monitor the certification of all line staff; and (4) to ensure on-going quality assurance in their respective courts according to the criteria established in the Quality Assurance Plan. There are currently 45 quality assurance specialists across the state.

Ongoing communication with the risk assessment coordinator, access to a web-site recently developed by WAJCA, and quarterly meetings are arranged to provide information updates to all courts and to ensure that the WAJCA model is implemented consistently throughout the state.

4. Assisting Staff to Cope with Organizational Change

As can be anticipated with all endeavors requiring dramatic change, not everyone embraced the implementation of risk assessment. Court officials expressed some initial reluctance to rely on a tool that was not fully validated while correctional practitioners echoed concerns that were more pragmatic in nature such as time involved and how best to use the tool. Perhaps the greatest concern raised by staff was with respect to their perceptions of the changing role of probation. Many probation staff viewed the risk assessment as a tool that moves probation away from the task of monitoring the court order and into territories that are best addressed by

outside professionals.

The concerns expressed by probation staff were not unusual or unexpected. To allay fear and anxiety about workload and changing roles, the court administrators were encouraged to build incentives for the staff. Important incentives included providing staff with the resources and support necessary to perform their duties effectively, reduced case-load sizes, the systematic discarding of redundant paper-work and a movement toward computerized data entry. Finally, an effort is being made by each court to ensure that risk assessment and case management are included in staff performance outcomes.

To supplement individual endeavors made by each court, a recent initiative was undertaken to provide supervisors with the tools and techniques to build staff competencies and address staff resistance. In consultation with Drs. Jan and James Prochaska at the University of Rhode Island, a

two-day training was developed to provide managers and supervisors with an introduction to Stage Matched Change Management. Prochaska, Prochaska and Levesque (2000-In Press) have demonstrated that staff respond quite differently to organizational change. By assessing staff readiness to change, supervisors and managers can provide stage-matched intervention to assist them to cope more effectively with workplace demands and challenges. The training also focused on building confidence and skills to ensure that supervisors are able to provide staff with ongoing technical supervision and support in the delivery of best practices.

Part III: Accountability and Value

The implementation of "best practices" helps to ensure that youth and communities are provided with services that contribute to reductions in criminal behavior and public safety. One of the principal goals of the Community Juvenile Accountability Act was to ensure that juvenile programs are able to demonstrate the value they bring to all stakeholders within the community. To demonstrate accountability and value, the Washington State Institute for Public Policy in conjunction with the WAJCA developed a strong evaluation and research component as part of their implementation strategy.

Data has been collected for each of the youth entering the juvenile court system since 1999. This database now includes over 25,000 youth who have participated in the WAJCA assessment. Validation studies conducted to date suggest that low risk youth are less likely to re-offend than medium and high risk groups. Additional information on the psychometric properties of this tool is available from Dr. Barnoski.⁸ This information has and continues to be used to develop normative data, to revise the assessment and to guide future program development and implementation efforts. Each court has access to descriptive information for the youth in their county and can access the data to apply for grants and program enhancements. The data generated to date also has important implications for the advancement of knowledge about youthful offenders. That is, preliminary research findings suggest that the inclusion of these factors may allow probation staff to conduct assessments that have greater levels of predictive accuracy (Barnoski, 1999). For example, Barnoski (1999) found that protective factors or strengths appear to help some youths adjust positively even when they are at high risk of poor outcomes. On the other hand, the lack of protective factors for youths who are initially at low risk, may explain why some cases go wrong even when serious risk/need issues do not appear.

In addition to the risk/need assessment data, Dr. Barnoski at the Washington State Institute for Public Policy worked closely with the courts to develop a method for examining the effectiveness of ART, MST and FFT. A quasi-experimental design using a waiting list control group was used during the first 18-months for all youth entering these programs. Youth were assessed for program eligibility using the risk score generated on the assessment. Those youth scoring in the moderate-to-high risk range were included in the study. Once the program reached capacity within the court, the remaining eligible youth were placed in a control group. While waiting for services, control group youth receive traditional probation services. The study currently includes 700 youth who received Functional Family Therapy and over 1300 youth who participated in Aggression Replacement Training. Dr. Barnoski will be publishing these results over the next two years.

Summary

Despite the complex challenges and obstacles faced by WAJCA, their efforts are now recognized as *the* model not only for implementing "best practices" but empirically demonstrating accountability to youth and

communities. Some of the accomplishments achieved by WAJCA over the last four years are presented in Table 2.

Perhaps the most notable of these accomplishments is reflected in the attitudes of probation staff working with youth. Consistent in the feedback received from probation managers, supervisors, and officers is a renewed sense of confidence and professionalism. Not only are they witnessing positive results, they can now demonstrate the changes they are making in the lives of youth.

Endnotes

¹ Kearney, Thomas (November 11, 2000). Unpublished Report to the Washington Association of Juvenile Court Administrators.

² Andrews and Bonta (1994); Andrews, Bonta and Hoge (1990); Elliott, Huizinga and Ageton (1985); Hawkins & Catalano (1992; 1993) Henggeler (1989; 1991); Hirschi (1969); LeBlanc, Ouimet and Tremblay (1988) and Patterson, DeBaryshe and Ramsay (1989)

³ Panel members included Bob DeComo, Donna Hamparian, Patricia Hardyman of the National Center on Crime and Delinquency, Del Elliot and Jennifer Grotzpet of the University of Colorado, Scott Henggeler of the Medical University of South Carolina, Mark Lipsey of Vanderbilt University, Patrick Tolan of the University of Illinois at Chicago, Robert Hoge of Carleton University at Ottawa, Ontario, Vern Quinsey of Queen's University at Kingston, Ontario, David Farrington of Cambridge University, England, Marilyn Van Diemen of Toronto, Canada.

⁴ Marilyn Van Diemen, Ph.D. of Toronto, Canada, designed the training strategy and curriculum.

⁵ Certified Risk Assessment Trainers included Diana Wavra of Grant County, Patti Bronson of Kitsap County, Steven Markussen from Snohomish County, Robyn Berndt of Yakima County, Scott Stevens of Spokane County, Jessie Caro-Maier and Kathleen Holland from Pierce County.

⁶ Marilyn Van Diemen, Ph.D. of Toronto, Canada designed the curriculum with assistance from Diana Wavra and Patty Bronson.

⁷ Diana Wavra, a certified trainer, was hired to take on responsibility for coordinating staff training, and developing a quality assurance strategy.

⁸ For further information contact Dr. Barnoski at Barney@wsipp.wa.gov

References

- Andrews, D. A., & Bonta, J. (1998). *The Psychology of Criminal Conduct (Revised)*. Cincinnati, OH:
- Andrews, D.A., Zinger, I., Hoge, R., Bonta, J., Gendreau, P., & Cullen, F. (1989). Does correctional treatment work? A clinically relevant and psychologically informed meta-analysis. *Paper presented at the Research Seminar of National Association Active in Criminal Justice*. Ottawa, Canada.
- Cullen, F., & Gendreau, P. (1989). The effectiveness of correctional rehabilitation (Chapter 3, pp. 23-44). In L. Goodstein & D.L. Mackenzie (Eds.), *The American prison: Issues in research and policy*. New York: Plenum Press.
- Gendreau, P. (1996). The principles of effective intervention with offenders. In A.T.Harland (Ed.), *Choosing correctional options that work: Defining the demands and evaluating the supply*. Thousand Oaks, CA: Sage.
- Hawkins, J. D., & Catalano, R. F. (1992). *Communities that care*. San Francisco: Jossey-Bass.
- Hawkins, J. D., & Catalano, R. F. (1993). *Risk-focused prevention using the social development strategy*. Seattle, WA: Developmental Resources and Programs.
- Hoge, R. & Andrews, D.A.. (1996). *Assessing the Youthful Offender, Issues and Techniques*. New York: Plenum Press.
- Farrington, D. & Tarling, R. (1985). *Prediction in criminology*. Albany: State University of New York Press.
- Jones, Peter, R. (1994). Risk Prediction in Criminal Justice. National Institute of Corrections Conference, "Public Protection Through Offender Risk Management.
- Lipsey, M. (1992). Juvenile delinquency treatment: A meta-analytic inquiry into the variability of effects. In T.D. Cook, H. Cooper, D. S. Corday, H. Hartmann, L.V. Hedges, R.J. Light, T. A. Lewis, & F. Mosteller (Eds.), *Meta-analysis for explanation: A casebook*. New York: Russell Sage.
- Lipsey, M. & Wilson, D. B. (1998). Effective intervention for serious juvenile offenders. In R. Loeber & D. Farrington, Ed. *Serious and Violent Juvenile Offenders: Risk Factors and Successful Interventions*. CA: Sage Publications.
- Office of Juvenile Justice and Delinquency Prevention (1995). *Guide for Implementing the Comprehensive Strategy for Serious, Violent and Chronic Juvenile Offenders*. □

Marilyn Van Diemen, Ph.D. is The Director of Adolescent and Family Services for the John Howard Society in Toronto, Canada



**One of the most
comprehensive and
successful juvenile
reform programs in
the country!**

Prairie Academy
Worthington, MN

Mesabi Academy
Buhl, MN

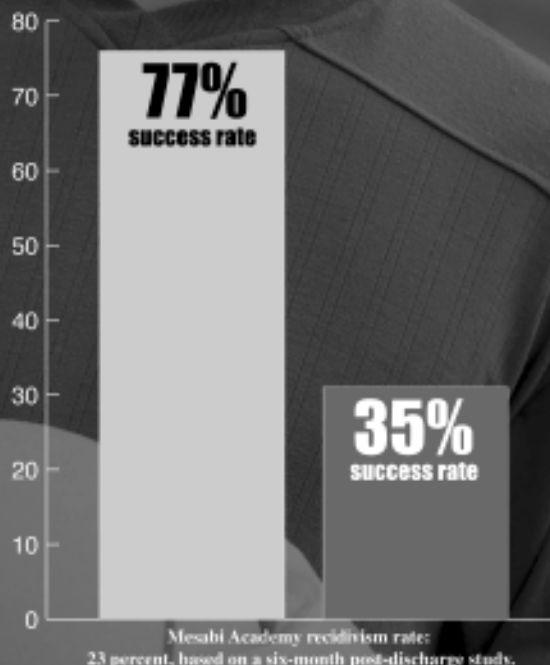
The correctional continuum includes:

- Sex offender unit
- Short-term secure unit
- Open residential

Academy program components include:

- Delinquency reform, plus behavioral health and therapeutic modalities
- Individualized treatment planning
- Transportation services
- Vocational training

Mesabi Academy vs. National Average



For more information, please call:

1-888-270-5013

KIDSPACE OFFERS SERVICES IN GEORGIA, INDIANA, MAINE, MARYLAND, MINNESOTA, NEW JERSEY, NEW YORK, NORTH CAROLINA, PENNSYLVANIA, AND VIRGINIA.

Mesabi Academy and Prairie Academy, divisions of KidsPeace, are private, not-for-profit youth correctional facilities offering health services, residential, educational, and vocational training, and aftercare and community reintegration for delinquent youth who are felony or misdemeanor status, or are chronic offenders. Headquartered in Drexel, Pennsylvania, KidsPeace offers a comprehensive range of treatment programs and educational services for kids in crisis.

© 2002 KidsPeace

CALENDAR OF EVENTS

2002-2003

2002

- | | | | |
|---|---|---|--|
| <p>Sep. 9-13</p> <p>Sep. 15-16</p> <p>Sep. 17-19</p> <p>Sep. 23-24</p> <p>Sep. 24-28</p> <p>Oct. 1-2</p> <p>Oct. 3-5</p> <p>Oct. 6-9</p> <p>Oct. 7-12</p> <p>Oct. 15-16</p> <p>Oct. 20-25</p> <p>Nov. 3-6</p> <p>Nov. 3-6</p> | <p>Advanced Crime Mapping and Analysis Course, offered through the National Law Enforcement and Corrections Technology Center and the National Institute of Justice. Contact Danelle DiGiosio at (800) 416-8086.</p> <p>APPA Professional Development Training, "Basic Officer Safety," Richmond, VA. Contact Karen Dunlap at (850) 244-8211 or visit www.appa-net.org.</p> <p>2002 Restorative Community Justice Conference, Keystone, CO. Contact (720) 904-2322 or visit www.coloradorestorativejustice.org.</p> <p>APPA Professional Development Training, "Survival Skills for Middle Management: <i>Out of the Frying Pan and Into the Fire</i>," Austin, TX. Contact Alan Werner, NCTI at (800) 622-1644 ext. 5505.</p> <p>7th International Conference on Family Violence, Town & Country Hotel and Convention Center, San Diego, CA. Contact (585) 623-2777, ext. 427 or visit www.fvsai.org.</p> <p>APPA Professional Development Training, "Strength-Based Practices for Community Corrections Practitioners," Phoenix Inn, Bend, OR. Contact Karen Dunlap at (859) 244-8211 or visit www.appa-net.org.</p> <p>National Institute of Justice Fourth Annual National Conference on Science and the Law, Biscayne Bay Marriott Hotel, Miami, FL. Contact (703) 684-5300, e-mail nijpcs@ilj.org or visit www.nijpcs.org/upcoming.htm.</p> <p>National Association of Pre-trial Services Agencies 13th Annual Conference and Training Institute, Doubletree Hotel, Arlington, VA. Contact Marilyn Walczak at (414) 297-9161 or e-mail marilynwalc@earthlink.net.</p> <p>Victims of Severe Violence Meet the Offender, National Restorative Justice Training Institute, University of Minnesota, St. Paul, MN. Visit http://ssw.che.umn.edu/rjp.</p> <p>APPA Professional Development Training, "Managing Sex Offenders' Computer Use," Golden, CO. Contact Karen Dunlap at (859) 244-8211 or e-mail kdunlap@csg.org.</p> <p>International Corrections and Prisons Association 4th Annual Conference, "Transitions: People, Policies and Practices," NH Golden Tulip Conference Hotel Leewenhorst, Noordwijkerhout, Netherlands. Contact (613) 943-3058 or visit www.icpa.ca.</p> <p>International Community Corrections Association 2002 Annual Conference and Training, "What's New in the New Millennium? What We Know After a Decade of Research Conferences," Park Plaza Hotel, Boston, MA. Contact (608) 785-0200 or e-mail icca@excepc.com.</p> <p>Probation Officers Association of Ontario Symposium 2002, Best Western Lamplighter, London, ON. Contact Sue Carey at (519) 337-2365, Gino Franche at (519) 352-5040 or visit www.poao.org.</p> | <p>Nov. 6-7</p> <p>Nov. 17-20</p> <p>Nov. 20-22</p> <p>Nov. 22-24</p> <p>Dec. 8-11</p> <p>Dec. 9-10</p> <p>Dec. 9-10</p> <p>Dec. 11-12</p> <p>2003</p> <p>Jan. 5-8</p> <p>Feb. 15-18</p> <p>Apr. 3-4</p> | <p>APPA Professional Development Training, "Survival Skills for Middle Managers: <i>Out of the Frying Pan and Into the Fire</i>," Wichita, KS. Contact Alan Werner, NCTI at (800) 622-1644 ext. 5505.</p> <p>New England Council on Crime and Delinquency 63rd Annual Training Institute, Newport Marriott Hotel, Newport, RI. Contact Susan Ellis Sweet at (401) 462-2143 or visit http://neccd.doc.state.vt.us.</p> <p>Advanced Crime Mapping and Analysis Course, offered through the National Law Enforcement and Corrections Technology Center and the National Institute of Justice. Contact Danelle DiGiosio at (800) 416-8086.</p> <p>Federation of Families for Children's Mental Health 14th Annual Conference, Renaissance Hotel, Washington, DC. Contact (919) 477-3677 or e-mail bcfamily@mindspring.com.</p> <p>National Institute of Justice Sixth Annual International Crime Mapping Research Conference, Marriott City Center, Denver, CO. Contact (703) 684-5300, e-mail nijpcs@ilj.org or visit www.nijpcs.org/upcoming.htm.</p> <p>APPA Professional Development Training, "Managing Sex Offenders Computer Use," Golden, CO. Contact Karen Dunlap at (859) 244-8211 or e-mail kdunlap@csg.org.</p> <p>APPA Professional Development Training, "Strength-Based Practices for Community Corrections Practitioners," Olathe, KS. Contact Karen Dunlap at (859) 244-8211 or e-mail kdunlap@csg.org.</p> <p>APPA Professional Development Training, "Strength-Based Training II: Motivation and Movement Becoming Change-Focused," Olathe, KS. Contact Karen Dunlap at (859) 244-8211 or e-mail kdunlap@csg.org.</p> <p>American Probation and Parole Association 2003 Winter Training Institute, Grand America Hotel, Salt Lake City, UT. Contact APPA at (859) 244-8204 for more information or visit www.appa-net.org.</p> <p>National Youth Summit on Preventing Violence, Anaheim Marriott, Anaheim, CA. Contact (202) 261-4165 or e-mail youthsummit@ncpc.org.</p> <p>APPA Professional Development Training, "Managing Sex Offenders Computer Use," Golden, CO. Contact Karen Dunlap at (859) 244-8211 or e-mail kdunlap@csg.org.</p> |
|---|---|---|--|

To place your activities in Calendar of Events,
please submit information to:

Diane Kincaid

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.*

DRUG TESTING MADE ECONOMICAL, QUICK AND EASY

Accutest® will meet all of your department's drug testing needs. Tests are available as single or multiple panels in cassette, dip-and-read or convenient cup formats.



- EASY TO USE

As simple as urinating in a cup and reading the results.

- RAPID

Results in five minutes.

- ECONOMICAL

Accutest® will significantly decrease your department's drug testing costs.

- CHOICE

Your choice of three convenient formats including tests for up to 10 drugs.

Ask about our comprehensive line of alcohol saliva and breath tests.

FOR ALL YOUR DRUG AND ALCOHOL TESTING NEEDS, CALL JANT PHARMACAL AT (800) 676-5565 OR VISIT OUR WEBSITE AT WWW.ACCUTEST.NET.

Please circle #39 on the reader information card



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

Nonprofit Organization
U.S. Postage
PAID
Lexington, KY 40578
Permit No. 355