

PERSPECTIVES

the journal of the American Probation and Parole Association

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Volume 29 Number 4 Fall 2005



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PRESIDENT'S MESSAGE

This is my first message as your association president, and I am filled with gratitude and honor to have been selected to be of service to the men and women of our field.

I have had a good ride. I have had the good fortune for the past 15 years of traveling to various justice jurisdictions across the country to provide training and technical assistance. I've journeyed from the rural areas in Grayville, Illinois and Pierre, South Dakota to the urban centers of Chicago and Washington, D.C.; from the ocean cities of Monterey, California and Fort Lauderdale, Florida to the lake country of Traverse City, Michigan and Lake Tahoe, California; from the mountainous terrain of Portland and Bend, Oregon to the wide open spaces of Tarrant County, Texas. Everywhere I have gone, I have left better informed, more well-rounded, and most importantly, blessed to have encountered such professionalism in our field. There is no shortage of intelligence, creativity, diversity, passion, competence and dedication among our peers. I chose corrections as my profession 26 years ago and have never regretted it. It is honorable work, and I owe so much of my personal and professional growth to those of you who have helped shape me and have given me a sense of pride in the work we do. APPA has been my companion through these 26 years, giving me opportunities to learn what is and is not effective, to explore new ways of accomplishing our mission, and to think more broadly about the impact we have on victims, communities and offenders alike. I have had opportunities to meet extraordinary colleagues, many of whom have become lifelong friends as we work side by side, striving to accomplish our goals and realize our potential.

You have placed your trust in me to move this association forward. This is a task I readily accept and seek your assistance in performing. I intend to use my two-year term to narrowly focus on three issues: evidence based practices, reentry and increasing the visibility and relevance of community corrections to the public and policy makers. As you can see, these are substantive issues. These are issues that affect our day to day business, policies, programs and outcomes. I have the luxury as the incoming president to do this because of the hard work of Drew Molloy, APPA staff, and the leadership of APPA (Board of Directors, Executive Committee, affiliates, key vendors, committee chairs, etc.). A few short years ago, APPA suffered a severe financial setback due to declining membership, travel restrictions, budget cutbacks and the economic recession. It took a massive effort by many people, led by outgoing president Drew Molloy, to turn this around. Today, we are in the black for the first time in years. This does not mean we can breathe a sigh of relief and ignore the continued work we need to do to keep this association financially viable. It does, however, mean that Association leadership can now more fully pursue policy and practice issues that affect each and every one of us. I intend to do exactly that. Drew and others have given me a gift: a solid budget with good revenue predictions and a pathway toward continued financial strength. We must not squander this opportunity. Like so many of you, I got involved in APPA because it fed me intellectually, emotionally and personally. It is time to focus back on the issues that generate our interests and ignite our passions. Drew predicted this when he wrote in his first letter to members, "As we proactively and positively address the matters of the budget, growing and retaining the membership, and being active leaders and members, we will be able to focus on the issues facing our profession."

Let me explain the three focus issues. The first is evidence-based practices (EBP). I have been troubled by fairly unchanging recidivism rates over the decades. How is it that with increased skills, technology and knowledge that this rate is not on a steady decline? There are many possible reasons, too many to explore here. I believe that we exist, in part, to improve public safety through helping offenders not victimize others. That can be accomplished through a number of means, most of which are associated with applying the "science of social learning principles." With the help of research, we have enjoyed an immense increase in knowledge about what is effective in our field. We must employ that knowledge with due diligence and deliberate intent. Evidence-based practices, though, is not limited to recidivism reduction. It is a mindset that holds all actions up to the scrutiny of our knowledge bank. In other words, whatever we endorse as a practice should be examined against the body of research. It could be the practice of how best to collect restitution, how to be sensitive to victims, or determining who is most likely to benefit from electronic monitoring. Whatever it is that we do, it should be examined through the lens of research. This does not eliminate the need for cutting edge, promising practices. But, we should know whether an action is proven effective or not, and be clear about what can be expected in light of the evidence. This will be a constant theme of mine as your president, and you will hear more about this in the immediate future. Whether we help produce knowledge, translate existing research into practice, or help integrate the training content of the justice system partners, we have a significant role to play as an association.



Mark E. Carey

Continued on Page 4

The second focus issue is reentry. The statistics from the Bureau of Justice Statistics are sobering: 67 percent of prison releasees are rearrested. Thanks to federal, state and local government leadership there is increased attention given to this population. That attention includes a wide net of partners ranging from justice system players, to business leaders, to the faith communities, to families and to neighborhoods. It is, however, not just about prison releasees. The vast majority of offenders are supervised in the community and felons who spend time in jails and residential centers need similar attention to housing, mental health services, treatment and other transitional needs. We should expand the discussion of reentry to these community areas. APPA has a great deal to offer on this subject, and has been active in the various projects across the nation. This issue alone has the potential of reshaping what the field does and how it does it. It is reliant on powerful collaborations within justice and human service systems and the communities and faith based organizations. It can propel us to stronger and more effective partnerships as it requires a community-wide strategy to be

effective with such a challenging population. To accomplish the objectives around reentry means that we must firm up linkages in-house and expand our capacity to partner with community groups. It also means that we must be open to giving the community a stronger voice in guiding what we do, their role and the kind of information we share. It requires that victims be given an influential role in describing what activities should be put in place to ensure their safety and address the harm they experienced. The increased attention on this population is welcomed and long overdue. I have asked Scott Taylor from Oregon and Ed Rhine from Ohio to lead an ad hoc committee to determine how the Association can advance the knowledge and effective practice in this area.

Third is one of public image. Most of the public does not have an accurate understanding of what community corrections agencies do. The image they do have is often not a flattering one. We have attempted to redefine who we are many times over the years usually concluding that our mission is too inclusive and complex to simplify for mass communication's sake. This perplexing problem leaves

us without a powerful image that articulates who we are and our relevance to the public. We can no longer bemoan our condition. We must improve our image, visibility and communication strategies if we expect to get strong public support. The private sector understands this well, as evidenced by the millions of dollars spent on image alone. We need to tell our story. We need compelling sound bites, images and success stories to get our message out. Then we need a campaign to improve our communication with the public and policy makers about what we do and what outcomes we produce. It was a simple public safety message that promoted the funding of the "Clinton Cops" a few years ago. Can we develop such a simple and compelling message? We must do a better job of controlling our destiny as a field. We can learn from others such as Arizona's "Probation Works" theme. This is a critically important area. To lead this critically important effort, Bill Burrell, longtime APPA member and associate professor at Temple University, and Elyse Clawson, Director of the Crime and Justice Institute, have agreed to take charge of a team of volunteers in moving us toward this goal.

While we need to attend to the myriad of issues and opportunities as an Association, we also need to narrow our focus issues to specific items and stay diligent in pursuing them. Is this too much to accomplish in the next two years? It might be, but I'd rather aim high and fall a little short than aim low and reach it. My ultimate goal is to help galvanize our resources as an Association to move significantly forward in the three areas noted above. To do this requires your assistance. Your assistance is dependent on whether you can relate to the goals and can envision how this will make your local work more effective. If you think we are on the right path with these three focus areas, please let me know. If you think we are off course, I hope you will let me know where we should redirect our attention. After all, this is your Association and those of us elected to serve are working for you. So, please tell us what you think.

This has been a good ride, but it is not over. In some ways it is just beginning all over again. I look forward to the journey with excellent traveling companions.



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Instructions to Authors

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

Articles should be submitted in MS Word or WordPerfect format on an IBM-compatible computer disk, along with 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:

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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.

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We seek to create a system of Community Justice where:

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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.



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EDITOR'S NOTES

Welcome to the Fall issue of *Perspectives*. We are pleased to welcome Mark Carey and his first President's Message. In his message, Mark sets forth the agenda for his presidency. I encourage you to read it, reflect on it and how it relates to the work you do every day.

Our lead article addresses one of the most common elements of contemporary probation and parole supervision -- drug testing. Millions of dollars and countless hours of staff time are spent every year by agencies to monitor the drug use of offenders. While urine testing remains the most common method of testing, a variety of new technologies has captured the imagination of the field and is making inroads across the country. Many of these new approaches are attractive because they provide an alternative to the unpleasant process of securing and handling urine. But any alternative must be assessed for its effectiveness, limitations, validity and reliability. Dr. Leo Kadehjian provides a thorough and user friendly review and update on the most common drug testing technologies. Even those staff who have themselves handled thousands of drug tests will find some new and interesting information.

Drug testing is so common in community corrections because drug abuse is so prevalent in the offender population. The criminal and juvenile justice systems have struggled mightily to meet the challenge of the drug abusing offender. Two states (Arizona and California) are in the midst of massive public policy experiments with the way they treat first time drug offenders. We have been following these experiments in the pages of *Perspectives*. In the last issue, we were updated on the status of the Arizona program. In this issue, Mack Jenkins, Sandra Hilger and Alaka Nafday describe their experience. The implementation of the California law is being well monitored, by both the local probation departments and the RAND Corporation. This article not only describes the results of supervision of this population, but also describes how the department is using the opportunity to refine their supervision strategies. While both the California and Arizona experiences have had their glitches, they are demonstrating that community supervision with treatment is a viable option for many drug offenders who might otherwise be incarcerated.

In his message, Mark Carey identified reentry as one of his focus issues. John D'Amico's article about the New Jersey State Parole Board's approach to reentry illustrates the many facets of this challenging issue. The Board is collaborating with the full range of public and private organizations to address the needs of the returning inmate population. I found one statement at the end of the article very revealing. He states, "We...have learned to our astonishment that people of good will have been waiting to lend a hand, but have never been asked". He goes on to say that reentry is not solely the job of the parole or probation agency, but also the job of good citizens in every community. It would be hard to say it better.

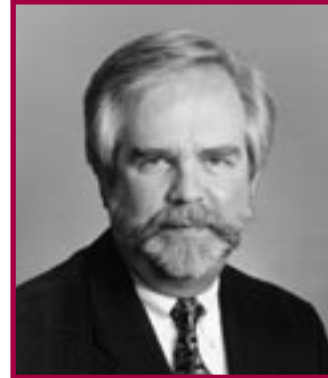
In the NIC Update, we get a glimpse into the life and career of longtime NIC staffer Ken Carpenter. I have known and worked with Ken for many years, and can only echo the good things written about him. I take one important message from Ken, and that is not to try and go it alone. He encourages us to work together with other allied fields to accomplish our missions. Certainly that is sage advice in this day and age. We cannot do it alone. There are many allies out there, ready, willing and eager to work with us, just as John D'Amico and his colleagues found.

Former APPA President Mario Paparozzi reviews David Farabee's important and controversial new book, *Rethinking Rehabilitation: Why We Can't Reform Our Criminals*. The book shows that there is still a great deal of debate about whether we in community corrections can be effective in rehabilitating offenders. I think the review, by one of our most passionate experts on the subject, is worth your time.

Effective rehabilitation of offenders requires both the right treatment strategies and effective implementation. In the Research Update, David Karp and Rebecca Balder describe research into the effectiveness of supervision using the Wisconsin Client Management Classification (CMC) model. While a number of previous studies showed positive results, the current study did not. One explanation offered is that the "supervision was not delivered as intended". This emphasizes the importance of good staff supervision and program management to ensure that staff are delivering the service as designed. Otherwise, an effective program or strategy could be labeled a failure when in fact, it was not even implemented.

This issue contains a number of opportunities for you, as members of APPA, to be heard. Two proposed position statements, *Restoration of Voting Rights for Felony Offenders* and *Employee Involved Domestic Violence* are published for your review and comment. Please take the time to review them carefully and provide your comments to the Issues, Positions and Resolutions Committee by the end of the year. In the Technology Update, Joe Russo describes a proposed national resource center for electronic supervision technology. The center idea was developed by APPA's Technology Committee. Joe has asked the membership to consider the idea and provide him with feedback. Please review the proposal and let Joe and the committee know what you think.

Speaking of letting people know what you think, we are always interested in your feedback on *Perspectives*, your professional journal. We'd love to hear from you!



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A handwritten signature in cursive script that reads "Bill Burrell".

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



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APPA ELECTION RESULTS



Executive Committee

APPA is proud to introduce the 2005-2007 Executive Committee and Regional Representatives. Newly elected Executive Committee officers will serve a two-year term. In addition to the newly elected officers, the Executive Committee positions of At Large Affiliate and At Large Regional Representatives were appointed at the 30th Annual Training Institute in New York, New York. Also 13 Regional Representatives were elected. Newly elected Regional Representatives serve a three year term.



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NIC UPDATE

Ken Carpenter provides a Long View of Corrections Reform from 56 Years of Government Service

On June 30, 2005, the National Institute of Corrections (NIC) said farewell to Kenneth C. Carpenter, retiring after more than a half century of service to the criminal justice field, 44 years with the federal government and 12 years with the state of Minnesota. Ken has been known and respected nationally as NIC's "technical assistance manager for community corrections," a position he held for over 20 years. He was one of NIC's best ambassadors, and he was full of surprises.

Ken and his wife Margery have a talent for combining professional interests in corrections and social work with an appreciation for the good things in life! After graduating from Hamline University in Minnesota, and a short stint at the Polk County Welfare Board screening public assistance applicants, Ken went off to New York City to obtain his M.S.W. from

the Columbia University, School of Social Work. One of Ken's top criteria for graduate school was a location that would feed his life long interest in the arts and music. New York City got high marks, and Columbia's philosophy at the time was that students should get as much as possible from the experience of living in New York. When an opportunity arose to attend the 1948 Democratic Convention in Philadelphia where Harry Truman was nominated for the Presidency, his Columbia professors heartily endorsed this opportunity as well.

Where did this marvelous career in corrections start? Ken began in the juvenile institutions area as the director of the Minnesota Diagnostic Reception Center in Red Wing, MN. Ken's passion for corrections was fostered through ten years of direct service

to youth from dysfunctional families, with alcohol and drug histories and some who were serious offenders. He followed his former supervisor and mentor to Washington, DC, to help establish the first national assistance program in juvenile justice, the Juvenile Delinquency Division at the Department of Health, Education and Welfare (DHEW). Beginning as a consultant to juvenile institutions throughout the country, he later became the chief of the technical aid branch that set the agency's program priorities. Ken completed studies of juvenile institutions in Hawaii, Illinois, Massachusetts and Oregon. In the ten years at DHEW he saw national awareness of juvenile delinquency issues mushroom. Asked about the most significant changes in those years, Ken replied: "The most important change was the movement to professionalize

BY PHYLLIS MODLEY WITH ABLE ASSIST FROM NIC STAFF

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administration and programs in the juvenile delinquency field.” The second was a growing understanding that the juvenile female delinquent was different from the male delinquent, and unique programming was needed for each. This awareness was fostered by a seminal paper, “The Make Believe Family,” by Abe Novak about the different needs of girls and boys.

After ten years there was a complete reorganization of the DHEW and the juvenile delinquency program was all but eliminated. It was unfortunate because the Division provided a great deal of expert guidance and assistance to juvenile agencies and significant documents relative to improving the operations of juvenile courts and correctional institutions for boys and girls. Thus, in 1970 Ken moved to the Corrections Division of the Law Enforcement Assistance Administration (LEAA) where he spent the next decade focused on adult corrections. Ken managed over a \$1 million budget for corrections at LEAA and was part of a team that worked on the 1971 Williamsburg Conference that resulted in the creation of the National Institute of Corrections. Ken tells the story that the White House declared that no spouses would attend the conference; undaunted, Margery went anyway! Ken worked closely with Charles Klapp, White House; Pete Velde, Acting Director of LEAA,

and Norm Carlson at the Federal Bureau of Prisons to set the groundwork for NIC. In fact, as a representative of Pete Velde, he was involved in voting for the first NIC director, Sherman Day. NIC was created in 1974 and LEAA provided funding for its operation in the early years.

Ken’s last employment move was to the NIC, the agency that he helped create, in 1980. Ken appreciated that NIC was unique as a federal agency because it provided direct service as a primary means of carrying out its mission of leadership and assistance to the field. Ken values this approach and strongly urges NIC to never lose its responsiveness to the needs of corrections as articulated by individual agency requests. While at NIC, in 1996, Ken was presented the National Association of Social Workers Lifetime Achievement Award. He was a founding member of that organization.

Ken remarks that the largest and most important changes in adult corrections parallel those he saw in the juvenile delinquency field. That is, the increased professionalism of the field at all levels and the move to adopt the most advanced practice. He sees a shift in the field to a broader recognition that all positions, but especially top management ones, require minimum standards of credentials and experience. He hopes that criminal justice practice

is becoming less politicized. He notes the shift from the notion of “best practices” to the use of the best research evidence as grounding for improved correctional management and supervision.

Where is NIC going? He wants NIC to maintain a balance between focusing resources on major initiatives and remaining flexible and responsive to the changing realities and needs of the field. Also, given his experience in other criminal justice assistance programs, he deeply hopes that NIC never loses its support base or faces the depleted program resources that have been the history of so many other agencies. Ken has been with NIC through a long and stable funding period; he is concerned that this stable funding continues. He also advises that corrections should not try to “get along on its own.” By this he means, it must work with psychologists, social workers and other disciplines to achieve the best possible results. He sees a danger when the field breaks apart into smaller groups and creates many new organizations. This can result in the unproductive competition for resources, reduce cross fertilization of disciplines, and drain resources from existing, productive groups. And by the way, Ken always has liked APPA; he calls it “a healthy organization that holds great conferences with meaningful content.”

We asked Ken about the funniest or strangest technical assistance request he ever received. To his credit, he had no particular “stories” to relate. He simply worked with *all* requesting agencies and *all* the consultants to make the TA successful. He cared deeply about the needs and struggles of the field; he was flexible and gracious, embracing all manner of requests and enjoying all manner of folks. We will always consider him a colleague and a model of the best kind of “TA manager.” We at NIC, and in the field, will miss him. When his colleagues at NIC were asked to describe Ken, the words used were: lively, energetic, class act, engrossing, grounded, generous, nurturing to family and friends, and a true statesman.

Ken and his wife Margery plan to be active in retirement, volunteering with some of the many organizations in which they are active and traveling between homes in D.C. and Minneapolis. If you would like to send Ken a message, please contact him by email at: kencarpenter@netzero.net. □

Phyllis Modley is a correctional program specialist with the National Institute of Corrections in Washington, DC.

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Call for Presenters

American Probation and Parole Association
31st Annual Training Institute
Chicago, Illinois • July 23-26, 2006

The American Probation and Parole Association is pleased to issue a call for presenters for the 31st Annual Training Institute scheduled to be held in Chicago. 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:

- Local Issues
- Staff Health & Safety
- International Issues
- Staff Development/Training
- Juvenile Justice
- Victims
- Direct Supervision/Line Staff Issues
- Evidenced - Based Practices
- Diversity
- Judicial
- Collaborative Effort
- Technology
- Intensive Workshops
- Federal Initiatives and Corporate Sponsors
- Leadership
- Offender Programs
- Restorative Justice
- Organizational Development

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 provide the following information needed to comply with APPA training accreditation requirements and to apply for permission to grant continuing education units to a variety of professions (i.e., Social Workers, Substance Abuse Counselors, Continuing Legal Education, etc).

Workshop proposals should provide the following information:

1. **Length of Workshop:** Indicate session length.
 - Workshop, 90 minutes (workshops held on Monday, July 24 and Tuesday, July 25)
 - Intensive sessions, 4 to 8 hours (intensive sessions held on Sunday, July 23)
2. **Workshop Title:** A snappy title that catches the attention of participants and identifies the primary focus of the workshop.
3. **Workshop Description:** A clear, concise, accurate description of the workshop as it will appear in the program (average length is 30 words; submissions in Microsoft Word are preferable).
4. **Training/Learning Objectives:** Describe the measurable skills, knowledge, and/or new capacity the participant will gain as a result of workshop (i.e., at the end of the training, participants will be able to list five of 10 causes of suicide.) List a minimum of three training/learning objectives.
5. **Faculty Information:** Provide name, title, agency, address, phone, and email for all proposed faculty. Panel presentation should consist of no more than two or three persons; however, a fourth can be added as a moderator.
6. **Resume or Vitae:** Include brief resume or vitae of each faculty member.
7. **Primary Contact:** Submit name and complete contact information for person submitting workshop proposal.

Presentation summaries may be emailed by **November 18, 2005** to cgwilliams@tarrantcounty.com. Questions regarding submissions should be directed to the National Program Chair:

Cynthia Williams
Supervisor, Tarrant County CSCD
200 W. Belknap
Fort Worth, TX 76196
Phone: (817) 884-2774

Workshop proposals should be received no later than November 18, 2005 and must be received in electronic format in order to be considered. Annual Institute program committee members will contact the person who nominated the workshops(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.

TECHNOLOGY UPDATE

A National Electronic Supervision Technology Resource Center: Much Needed and Long Overdue

How does your agency go about establishing an electronic supervision (ES) program? How well does it articulate the goals and objectives of the program? How does it go about developing an RFP for electronic supervision services? How does it test and evaluate the various technologies available? How does it identify the target population to be under supervision or how long an offender should be under supervision? Has your agency clearly defined success and how does it go about determining whether or not it has been achieved? Some agencies have established exemplary programs to be sure, but if your agency is like most, it struggles mightily with some or all of these issues. If your agency is one that struggles with even one of these issues, where do you go for help?

Over the last year or so, members of the APPA Technology Committee have been discussing the problems that agencies have been having with planning, managing and evaluating their electronic supervision programs and how this may be contributing to the overall underutilization of electronic supervision technology in community corrections. At various events, informal focus groups have been convened to try to identify the obstacles to the use of electronic supervision and opportunities for greater utilization were identified. Ultimately, the one need that most commonly and clearly emerged revolved around the questions posed in the opening of this update. Agencies need access to a central source of quality, authoritative data and technical assistance on establishing, operating and evaluating electronic supervision programs.

From this requirement came the concept for a National Electronic Supervision Technology Resource Center which would provide services such as:

1. A list-serve for agencies to share information on common issues; to network and problem-solve;
2. An electronic newsletter covering current ES news and issues;
3. A data-base of agencies using ES with contact information for the program

manager;

4. A central repository of data on best practices in program development, program implementation and program evaluation;
5. Resources to help educate judges and the public about ES;
6. Access to forms, policies and procedures from other ES programs;
7. Listing and contact information for current ES vendors;
8. Links to research conducted on ES programs and evaluations of ES technology;
9. Guidance to assist agencies test and evaluate ES equipment;
10. Technical assistance to agencies to establish, operate or evaluate their ES program.

Electronic supervision has been in existence for over 20 years, and agencies have been doing the best they can with the resources available, so why is this so important now? The answer is that it has always been important but, the stakes are much higher now than they have ever been due to a number of factors. For one thing, the technological capabilities now are far greater than they have ever been and they are diverse, complex and changing rapidly. Agencies need assistance in understanding the capabilities and limitations of the technology and applying the technology within the context of their objectives. Secondly, forces external to community corrections agencies are exerting pressure on them to establish electronic supervision programs without a good understanding of the technology and what is involved in proper implementation of the technology. More and more, agencies are being put in the position of having to respond to legislative mandates or political pressure to utilize technology they are not prepared to implement properly. Agencies need assistance to enable them to better educate and influence these forces before these initiatives become mandates. When mandates are imposed, agencies need

access to timely information and assistance so they can meet these new requirements in a way that makes sense for their organization. Lastly, the public perception of electronic supervision, particularly when applied to sex offenders, needs to be managed. Politicians are responding to recent high-profile cases by mandating long-term electronic supervision of sex offenders. Inevitably there will be similar cases in the media except the offender will have committed the crime while under electronic supervision. When that occurs, the supervising agency will be on the "hot seat," not the politicians. It is in the agency's best interests to understand the technological limitations of equipment and to be able to communicate that tactfully to the public.

All of these factors make the need for access to quality data and assistance especially critical, and it is hoped that this new access will help agencies develop better programs, improve upon existing programs and eventually lead to a greater utilization rate of electronic supervision technology in general.

Initial feedback to this concept has been very positive and the National Law Enforcement & Corrections Technology Center – Rocky Mountain intends to fund the development of the National Electronic Supervision Technology Resource Center, at least as a pilot or demonstration project. Before this moves too far along, I would ask the APPA community to consider this concept and provide feedback as to whether you would use such a service and what additional areas of assistance should be provided.

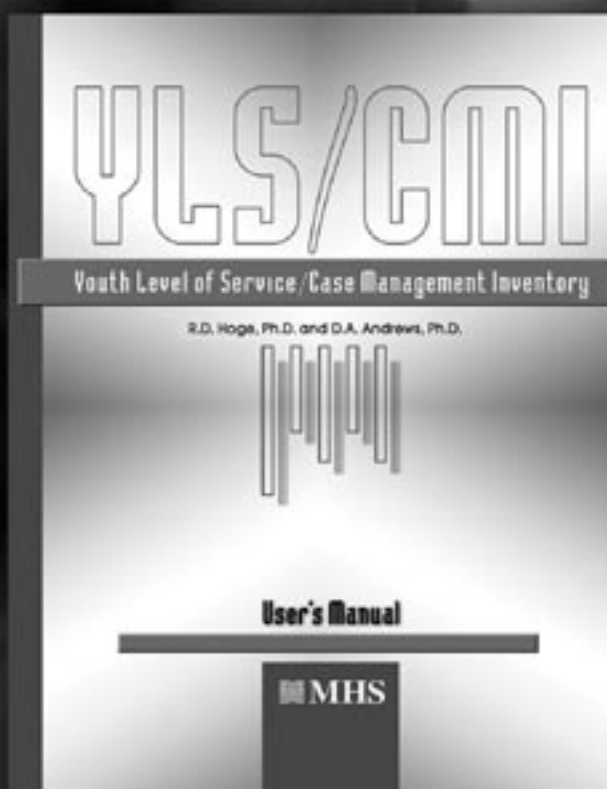
For further information on the APPA Technology Committee or the proposed National Electronic Supervision Technology Resource Center please feel free to contact Joe Russo at (800) 416-8086 or jrusso@du.edu. □

Joe Russo is Corrections Program Manager for the National Law Enforcement and Corrections Technology Center in Denver, Colorado and is chair of the APPA Technology Committee.

BY JOE RUSSO

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YLS/CMI is a comprehensive case-management system that helps probation officers, youth workers, psychologists, and social workers assess the rehabilitation needs of youths aged 12-17. An effective assessment tool, YLS/CMI provides an organized guide to help formulate a case-management plan and track risk, need, and responsibility factors throughout treatment. YLS/CMI was derived from Level of Service Inventory-Revised (LSI-R), which demonstrates considerable reliability and validity.

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Differential Supervision and the Client Management Classification System

The “Effectiveness” of Differential Supervision

Patricia M. Harris, Raymond Gingrich, and Tiffany A. Whittaker, *Crime & Delinquency*, 2004, 50:235-71

In this update, we typically review five recent empirical studies on a particular topic. In the last issue, this column covered some basic research terms. In this issue, we focus on one recent study because it is directly relevant to community corrections and to the promise and problems of evaluation research. It provides lessons about practice and the assessment of its effectiveness.

According to the authors of this study, research on the effectiveness of correctional treatment interventions is guided by three basic principles: (1) Focusing on high risk offenders — the risk principle; (2) targeting offenders’ criminogenic needs — the needs principle; and (3) placing offenders in programs that respond to their particular learning styles, motivation and cognitive abilities — the responsivity principle. Many community corrections agencies are sophisticated in the classification of offenders and the supervision strategies they apply to them. The research reported here is drawn from a study that examines the use of the Client Management Classification System (CMC), which is used by approximately 25 percent of probation and parole agencies that practice case classification. The basic question asked by this study is: Does the use of CMC improve offender outcomes?

The Client Management Classification System

The CMC is a component of a Wisconsin classification model, and has been in use for more than two decades. The CMC is most directly related to the responsivity principle and enables correctional supervisors to determine relevant services for offenders. It is a structured, interview-based assessment with 45 questions that, based on scores, places offenders into one of five categories. During the interview, the interviewer asks questions

about the probationer’s attitudes, current life conditions and history. The CMC assessment also takes note of the offender’s criminal history, behavior during the interview, and the interviewer’s impressions of the offender. These are then used to develop a supervision plan based on the ranking of offenders’ needs. Differential supervision simply means that differences between offenders are observed, and then appropriate supervision and treatment strategies are implemented. The plan identifies objectives for the case, and what the probation officer’s and the offender’s roles will be in achieving those objectives. Previous research on the CMC has shown support for its effectiveness. That is, offenders had lower recidivism rates when this system was used than when it was not. Or so we thought... This study raises serious questions about the actual effectiveness of this differential treatment.

Prior Research

The authors explain that previous literature on differential supervision based on the CMC has reported positive results. This was true in five prior studies. However, the previous studies used revocation as the only measure of success or failure of the program, and they did not look at the quality of the differential supervision programs that they had examined. Harris *et al.*’s study examines the issue in more detail, using several different measures of success, as well as rating the integrity of the differential supervision programs it evaluates. Their study uses a quasi-experimental design and follows a treatment group of 581 subjects who received differential supervision in one probation office in a large urban south-central county. The treatment group is compared to a control group of 436 offenders who received standard probation supervision in a different office in the same county. The treatment and control groups are compared as a whole according to three separate measures of success: whether offenders were written up for a technical violation, whether they experienced revocation, and whether they were rearrested during supervision. The analysis also takes into account program integrity, which the

researchers define by various measures related to how closely officers followed the guidelines of the CMC throughout offender treatment. Unfortunately, this study did not repeat the string of victories for CMC. Although some may take heart in the ratio of five positive studies to one negative, this study also provides evidence that undermines the validity of the five prior studies.

The Problem of Revocation

In each of the previous studies, probation revocation was used as the measure of success. Each study concluded that the CMC is effective because offenders had fewer revocations when they received differential supervision than when they did not use this system. Harris and her colleagues replicated this result, finding that CMC offenders had fewer revocations. But they did not find other differences that would show effectiveness. They did not differ in terms of new substance abuse, absconding or, most importantly, new arrests. And they were more likely to have been written up for technical violations such as failure to attend required programs, payment of fees, fines and restitution and failure to work.

Revocation, it seems, is a poor measure of success. Why? The authors suggest two possible explanations for this pattern. The first is known among social scientists as the “Hawthorne Effect” — that the officers making revocation decisions knew they were part of a treatment group of an experiment and either consciously or unconsciously wished to produce positive outcomes and so chose not to revoke. In other words, the officers knew they were part of a research study and, by rooting for the CMC program, they tried to avoid “ruining” the results of the test. The authors, realists that they are, do not buy this explanation. Instead they believe that few officers were excited by the extra workload and paperwork associated with the CMC, and did nothing to help it along.

The second reason why officers gave fewer revocations may be closer to the target. By training the officers to provide differential supervision, the officers became more

BY DAVID R. KARP AND REBECCA BALDER

sensitive to the offenders' situations and less likely to want to lock them up. "More likely, implementation of the CMC altered behavior in officers by increasing their sensitivity to offender motivations and needs, thereby raising their thresholds for revocable behaviors" (pp. 265-266).

The Implementation Problem

In evaluation research, there are always two potential explanations for program failure. First, the program is a bad idea and bad ideas lead to bad outcomes. Second, the program is a good idea, but badly implemented. Outcome evaluations cannot distinguish between these explanations unless a process evaluation is also conducted to discover if the implementation is consistent with the program envisioned by its designers. Harris and her colleagues did both. Their major finding is that "for large proportions of offenders, differential supervision was not delivered as intended" (p. 265). Often, officers misclassified offenders or failed to direct them to the appropriate services. This suggests that CMC is quite difficult to successfully

implement (or at least that process evaluations need to be conducted in more locations). Poor implementation lends hope to the model, but Harris *et al.*'s closer analysis reveals that for the subsample of cases with better implementation, differential supervision still did not make a notable difference.

There seem to be two important lessons to be learned from this study. The first is that the way that researchers measure recidivism in an analysis of the effectiveness of a treatment can drastically affect whether the treatment appears to be effective. The previous literature that Harris *et al.* cite found differential supervision to be successful, but they used revocation as a measure of success. The authors show that the use of other measures of recidivism yields very different results. A second lesson may be that the value of the CMC needs to be reconsidered. We wonder if its true value has less to do with reducing recidivism, and more to do with the ongoing professionalization of community corrections. If so, rational allocation of resources may be its hidden

treasure. With scarce resources, agencies need tools like the CMC to decide how services should be provided to an ever-growing client population. We learned nothing in this study about the control group — what did these officers do to classify and supervise offenders? We suspect many are skilled enough to refer addicts to treatment, dropouts to education programs and the homeless to shelters. What we really want to know is if the fine-tuned classification instruments provide added value to the gut judgments of POs. When they do not improve outcomes, it may not be the classification system at fault, but the services themselves that are insufficient to the task of offender transformation. □

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American Probation and Parole Association



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

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SPOTLIGHT ON SAFETY

Probation and Parole Searches: A Tool to Enhance Safety

Increasingly, more courts and paroling authorities are imposing conditions allowing searches of offenders under supervision. Agencies are finding searches can be a valuable supervision tool that can increase compliance with conditions and also provide early detection of continued criminal conduct.

In a Bureau of Justice Statistics study completed in 2002, research determined that on any given day, 46 percent of prisoners in county jails on new arrests were either on parole or probation supervision. These figures point out that while we do our best to provide quality supervision and encourage prosocial

behavior, a significant number of our offenders continue their criminal conduct or are noncompliant with release conditions while under supervision.


Another sobering statistic from the Federal Bureau of Investigation in "Law Enforcement Officers Killed and Assaulted: 2003" is that from year to year between 50 to 60 percent of police officers feloniously killed in the line of duty are killed by assailants that are currently under supervision, and the majority of those officers are killed with handguns. A recent study conducted by Ronald G. Schweer and Robert L. Thornton of the Community Corrections Institute (unpublished) showed that 60 percent of male probation or parole officers feloniously killed in the line of duty were killed with firearms.

In some cases, probation and parole agencies that conduct searches are removing significant numbers of guns, drugs and illegal funds that go with criminal activity from the streets. The guns and drugs would not have been removed had it not been for searches by probation and parole staff.

Of course, such activity cannot be conducted without first having officers trained in the various skills involved in safe and effective searches. APPA has been active in providing such training. After a recent APPA training, a participating officer wrote to advise of the results of a recent search. He stated, "Police could not get over how professional and precise we were in conducting the search. The search resulted in new charges for drug possession with intent to distribute. The neighbors standing outside watching applauded as the suspected drug dealer was led away in cuffs."

APPA provides training on the legal, technical and safety issues connected with conducting searches. Interested agencies may contact the APPA Staff Development Coordinator, Karen Dunlap at kdunlap@csg.org or by telephone at (859) 244-8211. □

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



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BY ROBERT L. THORNTON



Proposed Position Statements

The following two position statements were approved by the APPA Board of Directors at their meeting in New York, New York on July 24, 2005. The APPA Constitution stipulates that positions and resolutions must next be submitted to the general membership for adoption at the membership meeting in Austin, Texas on January 11, 2006. The purpose of presenting this position statement in Perspectives is to seek comments and feedback from the membership before seeking such approval.

It is important that members wishing to comment on this position statement send any comments by December 31, 2005 to:

*Issues, Positions and Resolutions Committee
c/o American Probation and Parole Association
P.O. Box 11910
Lexington, KY 40578-1910
Fax: (859) 244-8001
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Restoration of Voting Rights for Felony Offenders

Introduction

People convicted of crimes are expected to become responsible citizens after being discharged from correctional supervision. However, many individuals are denied from exercising their most of civil rights because they are banned from voting in many jurisdictions. The laws that prohibit offenders from voting, even after they have been discharged from incarceration or correctional supervision, frustrate offenders in their attempts to fully reenter society successfully, reduce the voting constituency and disproportionately exclude a large number of people from participating fully in society.

Nearly all states place some form of restriction on felon voting rights. Some states have developed processes to restore voting rights, but many felons are unaware of them, do not present the proper documentation or the processes are often very cumbersome and have the effect of discouraging voting.

Background

The American Probation and Parole Association along with other professional organizations such as the American Correctional Association recognize the need to change the public policy which denies the right to vote to people formerly incarcerated for felony offenses.

The Legal Action Center of New York City, for example has issued a report on the state legal barriers facing people with criminal records titled "After Prison: Roadblocks to Reentry". The need to re-establish voting rights is listed as one of the primary issues individuals face upon reentry.

Position Statement

The American Probation and Parole Association affirms that voting is a fundamental right in a democracy and it considers a ban on voting after a felon is discharged from incarceration or correctional supervision to be contradictory to the goals of a democracy, the rehabilitation of felons and their successful reentry to the community.

Therefore, APPA supports

Restoring voting rights for felony offenders once they have been successfully discharged from incarceration, parole or probation;

Developing protocols for federal, state and local correctional agencies that inform inmates near their release about the means by which their voting rights will be restored and provide education and assistance to felony offenders in completing the restoration process and the voter registration process to regain their civil rights; and

Developing state election agency procedures that permit eligible felony offenders to vote in elections after completing and filing all necessary paperwork.



Employee-Involved Domestic Violence

Introduction

Community corrections employees are not immune from committing or being the victim of domestic violence. Domestic violence is a pervasive and insidious justice system problem that has no boundaries regarding the age, race, sex, religion, education, socioeconomic class or professional affiliation of either victims or perpetrators.

Both in frequency and severity, intimate partner violence is primarily, but not exclusively, a crime committed by men against their female partners¹. Women experience more intimate partner violence, are more likely to be injured by this violence, and are more likely to be a homicide victim as a result of intimate partner violence than their male counterparts. However, females do injure and even murder male intimate partners. Further, domestic violence and child abuse often co-occur within the same households. Domestic violence rates are unacceptably high, and domestic violence results in unnecessary injuries, deaths, economic hardships and emotional suffering for victims, their families, friends, associates and the community. Domestic violence costs victims and society billions of dollars each year, with employers and victimized employees each experiencing significant losses.

Position Statement

The American Probation and Parole Association recommends that community corrections agencies and professionals take a proactive stance to address domestic violence by establishing protocols for the supervision of domestic violence cases and adopting policies to address employee-involved domestic violence. The following model policy on employee-involved domestic violence is recommended.

Model Policy

Policy Statement

Employers are required to provide a safe working environment for all employees as mandated by federal, state and local laws and policies. Employers must respond proactively to safeguard employees if actual or threatened domestic violence affects employees at the workplace. When domestic violence is perpetrated, the first priority is victim, workplace and community safety, followed by offender accountability. The perspective of this policy is that domestic abuse is unacceptable. Those who are victims of domestic violence and are employees of a community corrections agency should be provided support and necessary considerations to promote their safety. To preserve the integrity of the community corrections profession, to enhance community trust in the justice system, to promote justice and to set an example for all offenders, domestic violence perpetrated by employees of community corrections agencies will not be tolerated.

Definitions

The following definitions are applied in this policy.

Domestic violence (or intimate partner violence) is a systematic pattern of assaultive and coercive behaviors used to exert dominance and control over the victim. Violent and abusive behaviors include both criminal and noncriminal actions such as physical assaults, intimidation, threats, isolation, stalking, emotional abuse, sexual abuse, using children, economic control and using male privilege.² These behaviors are not done in the defense of oneself or others.

Intimate partners are those who currently are or previously were involved in an intimate relationship. This includes people who are married, separated, divorced, have a child in common, cohabit or formerly cohabited romantically, dated or formerly dated, or are otherwise defined as intimate partners by jurisdictional statutes. It does not include other family relationships such as parent-child, siblings or other extended family relationships that do not involve an intimate partnership. Intimate partners include both heterosexual and same-sex relationships.

Community Corrections Agency/Professional refers to any agency or professional that provides community supervision to defendants and convicted offenders under the jurisdiction of a court or releasing authority. This typically includes pretrial, probation, parole and community-based programs (e.g., halfway houses).

Domestic Violence Victim Advocates work in an independent, community-based organization with the sole focus of supporting, assisting and advocating on behalf of domestic violence victims. They are not constrained by allegiances to any person or organization other than the domestic violence victim. Other victim assistance personnel may work with domestic violence victims, such as victim-witness professionals in a prosecutor's office, but they have to maintain allegiances to both the victim and the justice system.

Protection Orders are any injunctions or other orders issued by a court to restrict the actions of a domestic violence perpetrator toward a victim. These may be issued by either civil or criminal courts and may be called an order of protection, a temporary order of protection, a restraining order, a temporary restraining order, an injunction, an injunction against harassment, a protection from abuse order, an order against abuse, a stay-away order or some variation thereof. The purpose of protection orders may include preventing the perpetrator from committing violent or threatening acts, stalking or harassment, contacting or communicating with the victim or being in the physical proximity of the victim.

Procedures

The following procedures are designed to address both victim safety and offender accountability in situations in which employees are involved in a violent intimate partnership.

A. Develop Proactive Policies

Agencies will develop proactive written policies that express zero tolerance for domestic violence and outline procedures to be taken if an employee is the perpetrator or victim of domestic violence.

Action Steps

1. Agency administrators will write policies consistent with this model policy that reflect intolerance for domestic violence by employees and express support and assistance for employees who are victimized by domestic violence. Policies will undergo standard procedures for adoption by the agency's administrative staff and/or governing body.
2. Agencies will include local domestic violence victim advocates in the development and/or review of policies on employee-involved domestic violence.
3. Employers will develop and implement general workplace safety policies, such as building security, emergency procedures and procedures for employee safety when conducting field work. These will be reviewed regularly to ensure that they are consistent with safety measures needed for domestic violence victims and adjusted when needed.
4. Employers will regularly review agency policy manuals and other literature to ensure an accurate, consistent and strong message is conveyed about the agency's stance on employee-involved domestic violence. As printed or electronic materials about the agency are updated, information on domestic violence will be inserted as appropriate.
5. Policies will convey that all agency employees are expected to be respectful of other people. Language and practices that convey sexism, racism or other bias against groups of people will not be tolerated. Supervisors, managers and administrators of the agency will set a tone that communicates intolerance for domestic violence or other discriminatory behavior and will address any incidents of staff's inadvertent complicity with domestic violence perpetrators.
6. Other community and justice system agencies that may be affected by the community corrections agency's domestic violence

policies (e.g., law enforcement, courts) will be informed of these policies.

B. Promote Awareness of Domestic Violence among Employees

All community corrections employees will be made aware of domestic violence, its effects on victims and their families, and the agency's policies on employee-involved domestic violence. They should receive information that is useful in case management of offenders who perpetrate domestic violence as well as information that may be useful if employees are involved personally in intimate partner violence. All information conveyed to community corrections employees will emphasize that the agency does not tolerate the perpetration of domestic violence and will afford support and protection to employees who are victims of domestic violence.

Action Steps

1. Agencies will include local domestic violence victim advocates in the development and delivery of training and other information on domestic violence.
2. Employers will provide regular in-service training on domestic violence, at least annually, for both new and permanent employees. This training will include but not be limited to: the dynamics of domestic violence; the effects of domestic violence on victims and their children; warning signs of domestic violence; victim safety strategies; federal, state and local domestic violence laws; agency policies about domestic violence in the workplace; and available resources for victims of domestic violence. Employees who supervise perpetrators of domestic violence crimes will receive additional in-depth training on personal safety, supervision strategies and working with victims for these cases.
3. Supervisors of agency personnel will receive additional training on how to identify and intervene in situations in which they become aware of domestic violence perpetration or victimization.
4. Agencies will periodically reach out to employees and their intimate partners with information about domestic violence policies, whom to contact if they have a concern or want to report domestic violence, and information on local services for domestic violence victims. Agencies with internal victim services staff can assist with domestic violence training and referrals. Victim services staff should maintain information on community and justice system domestic violence resources and provide assistance to victim-employees with preliminary safety planning.
5. Employers will furnish information on domestic violence and available resources in the workplace at locations where employees can obtain and review it confidentially. Information also may be posted on employee bulletin boards and circulated in agency newsletters as appropriate.
6. Information on policies related to domestic violence for employee-victims or perpetrators will be included in information packets provided to all new employees of the agency.
7. Employers will inform employees of ways in which domestic violence affects health insurance and whether domestic violence may be designated as a preexisting condition.

C. Support and Protect Employee Domestic Violence Victims

Victims of domestic violence who are employees of community corrections agencies may experience a variety of problems affecting their job performance. Absenteeism, reduced productivity and effectiveness, receiving excessive telephone calls or other unwanted contacts at work from an abuser, and signs of stress, depression or substance abuse are all possible indicators of domestic violence victimization that may affect job performance. Consequences for the agency also may include escalating health care costs and increased employee turnover. Beyond the effects on victim-employees, domestic violence perpetrators may pose a threat to other employees or interfere with their work performance while they harass, stalk or abuse their victim in the workplace.

Action Steps

1. Employers will not inquire about or require potential employees to disclose domestic violence victimization during or as a condition of the hiring process. However, they will make employees aware of the agency's policies about employee-involved domestic violence at the time of employment.
2. Supervisors will provide a safe and confidential way for employees to inform them if they are victims of domestic violence. If employees choose not to disclose their abuse, no further questions or speculation will be made.
3. Supervisors will maintain current knowledge of community and justice system resources that may be helpful to domestic violence victims and will make appropriate referrals of employee-victims when needed.
4. Supervisors will maintain the confidentiality of employee information about domestic violence victimization except in circumstances in which disclosure would promote victim safety or in which maintaining confidentiality would jeopardize the safety of the victim or his/her co-workers. If requested by the employee, every possible effort will be made to keep the employee's personal information (such as home address, telephone number) confidential. If supervisors must breach confidentiality of victim information for any reason, they will inform the victim of the information released and with whom it was shared.
5. Employees reporting domestic violence victimization will be provided with information about obtaining protective orders to keep their abusers away from their home, workplace and other locations they frequent. If employee-victims have a protective order but it does not include the workplace, supervisors will encourage them to request an amended order to add the workplace. Supervisors will encourage an employee-victim to provide a copy of the protective order to them (supervisors), security staff and local law enforcement along with a picture of the domestic violence perpetrator. Agency administrators may seek a restraining order on behalf of the agency to deter perpetrators from stalking or abusing the victim at work if these are available in the local jurisdiction and if deemed necessary to protect agency personnel.
6. Supervisors will have protocols in place for obtaining emergency assistance if the employee-victim or other staff members are in immediate danger.
7. Supervisors will request that employee-victims of domestic violence provide home and emergency contact information that supervisors will maintain confidentially. If an employee-victim is absent from work without notifying the agency, the supervisor will make efforts to contact the employee as soon as possible after the absence is noted.
8. Supervisors will arrange for a checkout system for all employees who leave the worksite for business purposes. If an employee-victim does not return or check in by the planned time, supervisors or their designees will follow a predetermined protocol for trying to contact the employee, contacting the employee's alternate phone numbers and then reporting the absence to law enforcement.
9. Supervisors will make reasonable accommodations for employee-victims who need to miss work or adjust their schedules to attend to legal matters, medical treatments or matters involving their children that are directly related to domestic violence perpetrated against the employee.
10. Supervisors will make other reasonable accommodations to promote the safety of employee-victims of domestic violence when possible, such as changes in work location, job responsibilities, work schedules and performance expectations.
11. If an employee-victim is receiving unwanted phone calls, mail, e-mail or other contacts at work from the perpetrator, the supervisor will make arrangements to have these communications screened by other staff, if possible.
12. The agency will arrange for employee-victims to have parking spaces that are close to the building in well-lighted areas.
13. Employee-victims who are concerned for their safety in the workplace will not be required to work at hours when few or no other staff members are available.
14. If the employee is the victim of domestic violence perpetrated by another employee, the supervisor will take action immediately to promote the victim's safety through allowable personnel policies, such as granting requested leave to the victim, granting the perpetrator involuntary leave, reassigning the victim or the perpetrator or moving the victim and/or perpetrator to worksites in which they do not have contact with each other. If possible, victims should be given their preferences about work assignments and worksites.
15. If agency policy requires the employee-victim to carry a firearm, the supervisor will make provisions for the safe storage of that firearm at the worksite, if requested.
16. Where possible, agency policies will permit changes in benefits at any time during the year for employees who have been victims of domestic violence and have separated from an intimate partner.

C. Hold Employee Perpetrators of Domestic Violence Accountable

Because employees of community corrections agencies hold positions of trust in the community and the justice system and they

should provide examples of prosocial behavior for the offenders they supervise, their job-related and personal conduct must be lawful at all times. Perpetration of domestic violence by community corrections employees is criminal and is unacceptable whether it is committed at or away from the workplace. Employees of community corrections agencies who perpetrate domestic violence will be held accountable, as would any other perpetrator.

Actions Steps

1. Applicants for employment in community corrections will be screened for a history of perpetrating domestic violence. Backgrounds will be checked through available databases including arrest history and being the respondent to a protection order. Candidates also will be asked if they have engaged in, been investigated for or been convicted of any domestic violence offenses. In accordance with jurisdictional laws and agency policies, applicants with a history of domestic violence will be eliminated from consideration for employment unless there are compelling and documented reasons for further consideration.
2. Newly hired community corrections agency employees will be provided copies of the agency's policy on domestic violence.
3. Employees are encouraged to take personal responsibility to seek confidential referrals and assistance from the agency to prevent problems from escalating to criminal abuse of their intimate partners. Agency supervisors will have available a list of possible referrals to assist employees with resolving problems that may lead to domestic violence.
4. Supervisors will receive training about warning signs of domestic violence (e.g., generally aggressive behavior, control of an intimate partner, stalking, disparaging remarks about an intimate partner, deteriorating work performance, alcohol or drug abuse). If they recognize such behavior among their employees, or if such behavior is reported to them, they will address the behaviors directly with the employee, document all contacts, forward written reports to agency administrators, request needed services that may be available through the agency (e.g., counseling, psychological examination, employee assistance program), and provide referrals to applicable community services (e.g., a certified batterers program).
5. If warning signs are noted by supervisors, or at the request of an employee, the agency will provide nonpunitive avenues of assistance before an act of domestic violence occurs.
6. It is a violation of agency policy to misuse agency resources to commit an act of domestic violence, commit an act of domestic violence from or at the workplace or from any other location while on official agency business, or misuse job-related authority or resources to negatively affect victims, assist perpetrators in locating a victim, or assist perpetrators in committing an act of domestic violence.
7. The agency will enter into agreements with law enforcement agencies in jurisdictions in which its employees work, live or have reason to spend time to receive timely notification of a domestic violence incident involving a community corrections employee.
8. The agency will periodically check available databases for arrests of and protection orders filed against community corrections agency employees. If such should be found, further investigation will be undertaken either internally or in conjunction with law enforcement.
9. Supervisors will accept, document and preserve reports of domestic violence by employees' intimate partners, other family members, work colleagues or other identified or anonymous sources. Supervisors will address the behaviors directly with the employee, document all contacts, forward written reports to agency administrators, request needed services that may be available through the agency (e.g., counseling, psychological examination, employee assistance program), and provide referrals to applicable community services (e.g., a certified batterers program). If warranted, the reported behaviors also will be reported to law enforcement for criminal investigations.
10. Employees will report to their supervisors any knowledge they have of abuse or violence perpetrated by work colleagues. They also will cooperate with any investigation related to their knowledge of employee-perpetrated domestic violence. Failure to report or cooperate with investigations will result in disciplinary actions. If employees fail to report knowledge of abuse by work colleagues because of a victim's request for confidentiality and there were no other means of independently verifying the abuse, administrators or managers may consider the employee's concern for victim safety issues in their disciplinary responses.
11. If allegations of domestic violence involve both an employee-victim and an employee-perpetrator, supervisors will take immediate action to promote the safety of the alleged victim through strategies such as work reassignments, location reassignments, temporary layoffs, changes in work hours and other similar adjustments. Supervisors will maintain documentation of any incidents perpetrated in the workplace and make that available, as needed, for evidence in prosecuting domestic violence cases.
12. Community corrections employees arrested for or under investigation for domestic violence will report such incidences to their supervisors and provide notice of court dates, times, appearances and proceedings. Failure to do so will result in disciplinary actions.
13. Community corrections employees who are the subject of any protective order proceeding, whether or not the order is issued and regardless of jurisdiction, will immediately notify their supervisor and provide a copy of the order, if issued.
14. Employees under investigation for the perpetration of domestic violence will not interfere with the investigation or intimidate or coerce witnesses or victims. Prohibited perpetrator-employee behavior includes surveillance, harassment, stalking, threatening or making false allegations against victims or witnesses.
15. If an investigation reveals that domestic violence occurred or any department policies were violated, administrative action will be taken independent of any criminal proceedings as soon as practicable. The agency will adhere to and observe all protocols to

ensure an accused employee's agency, union and legal rights are upheld during the administrative and criminal investigations.

- 16.If community corrections employees carry firearms and they are arrested for a domestic violence offense or are the subject of a protective order, they will relinquish those firearms or firearms permits in their possession (both agency-issued and personal weapons). This will be done in accordance with federal,³ state and local jurisdiction statutes according to procedures in place by local law enforcement and/or community corrections agencies. Firearms will be deposited in safe storage until such time as the case is disposed.
- 17.If there is credible evidence of employee-perpetrated domestic violence, community corrections employees will be relieved immediately from duties that involve the use of firearms, the supervision of domestic violence offenders or other sensitive duties. If allegations of domestic violence are confirmed, supervisors will consider terminating the offender's employment as possible, given agency personnel policies and union contracts.
- 18.In the event the chief administrator of a community corrections agency perpetrates domestic violence, the deputy or next highest-ranking administrator of the agency will notify the district attorney and the individual in government who has direct oversight for the chief administrator (e.g., judge, county executive, oversight board).
- 19.Intimate partner victims of employees of a community corrections agency will be afforded all the support and assistance (including assistance with safety planning) that is made available to other victims of domestic violence.
- 20.If a court or releasing authority orders a former community corrections employee convicted of domestic violence to a pe-

riod of community supervision, agency supervisors will assign responsibility for case management to an officer who previously has not been a colleague of the former employee and who is experienced in supervising domestic violence offenders. Such cases will be supervised in accordance with all agency policies and procedures for the supervision of domestic violence cases. If it is not possible to assign the case to an unbiased officer within the agency, administrators will request courtesy supervision by another community corrections agency through intra- or interstate arrangements.

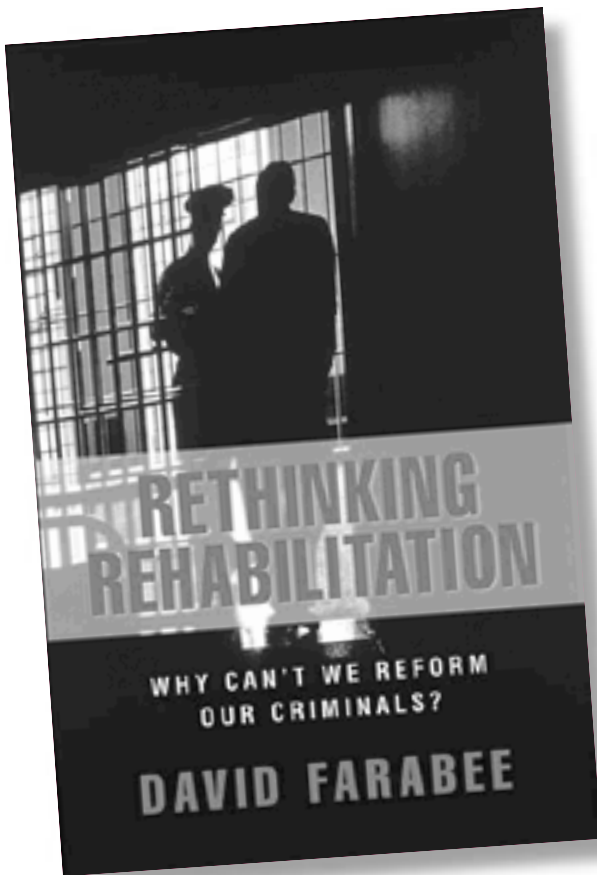
Endnotes

¹ In this document, feminine pronouns (she, her) are used to refer to victims and masculine pronouns (he, him) are used to refer to offenders or perpetrators.

² Male privilege refers to unearned assets and advantages conferred upon men through existing social hierarchies from which they perceive entitlement to dominate and control women.

³ Pursuant to 18 U.S.C § 922(g)(1-7, 8, 9), felony offenders, those subject to a domestic violence restraining order and misdemeanor domestic violence offenders are prohibited by federal law from purchasing, possessing, receiving or transporting firearms or ammunition. Also included in this prohibition are fugitives, drug addicts, mentally ill offenders, undocumented immigrants, dishonorably discharged military personnel and those who have renounced their United States Citizenship. Federal law 18 U.S.C. § 925(a)(1) stipulates that military personnel, law enforcement officers and other local, state and federal employees required to use firearms to conduct their official duties who are convicted of misdemeanor domestic violence offenses may not possess personal or officially issued weapons. However, those in this group who are subject to a protection order may be exempt from the work-related firearms prohibitions.

BOOK REVIEW



Rethinking Rehabilitation: *Why We Can't Reform Our Criminals* By David Farabee, 2005 The AEI Press Washington, D.C.

The foregoing points are emphasized in the press release announcing Farabee's book.

In fact, Farabee goes to great lengths to convince the reader that he is not an ideologue in pursuit of a criminal justice agenda – a criticism he forcefully levies at the “what works” researchers. Notwithstanding Farabee's protestations in this regard, the book is indeed about both – ideology and effectiveness that is.

This book is excellent in many ways. Farabee's discussion of the current state of practice in community corrections is one of the best

that I have ever encountered. As well, his analysis of the quality of correctional programming and the staff who administer them is more accurate than most insiders would care to admit. In the end, however, there is no doubt in my mind that it is politics and ideology – not a pursuit of science and evidence – that are driving his call to abandon offender rehabilitation in favor of deterrence-based policies and practices.

Farabee forcefully argues that science should “lead the way” when it comes to how community corrections should practice its trade. Thus, he should be very pleased by the fact that professional associations like the American Probation and Parole Association, the International Association of Community Corrections and the American Correctional Association have been “dogging” this very point for the past decade! Indeed, the mantra for the profession has become the call for evidence-based practices. The problem, indeed the frustration, for both Farabee

and leaders in the profession has been that the understanding of what constitutes an evidence-based practice has been and remains at a very elementary level. Farabee adds that researchers, working under the banner of “what works” have jumped the gun so to speak by calling for programs that target offender rehabilitation as the preferred strategy for recidivism reduction.

Farabee reminds us of the waste of resources on programs that do not comport with the current state of knowledge regarding offender rehabilitation. He states that they are on their face and doomed to fail by dint of woefully unqualified staff, high clinician turnover, poorly articulated intervention protocols, and a reliance on peer-based interventions that are more often than not akin to unhealthy folks trying to help other unhealthy folks. Any honest practitioner knows that Farabee, albeit sadly, is too often right on point. Yes, there are notable exceptions to Farabee's incisive criticism, and it is sometimes unfair to paint with such a broad brush. But, after over 30 years in this business, and having spent considerable time with community corrections professionals both nationally and internationally, I cannot dispute the validity of Farabee's criticism.

Farabee's sobering and disquieting remarks about the quality of programs should cause us to thoughtfully, and with a commitment to rigorous honesty, consider the following:

- To what extent do politicians, judges, corrections leaders and practitioners understand the importance of science, the scientific method, results-driven management practices and community corrections' relationship to public safety and justice for all?
- Are those responsible for implementing and administering correctional

“This book is not about ideology, it is about effectiveness...”

-David Farabee

“Solutions are out there, and we'll find them a lot faster if we keep our politics and personal preferences in check and let science lead the way.”

-David Farabee

REVIEWED BY MARIO PAPAROZZI, PH.D.

policies and practices committed to the professional values necessary to undertake an evidence-based approach to community corrections?

- Are the programs and services offered to offenders of a high enough quality that corrections policymakers and practitioners would make use of them for their loved ones? Or, are they programs – programs in name only as Farabee contends that they are?

As Farabee suggests, the main problem facing “what works” proponents is the fact that they are attempting to discover and apply principles through science in an environment that is antithetical to science! The major problem that I have with Farabee’s strategies and policies for the future is that rather than urge an aggressive approach to making corrections function more like a science (I would say a business), he surrenders to an abandonment of the pursuit of knowledge and organizational change. Instead he supports the pursuit of a deterrence-based approach that has little, if any, empirical support behind it. Most troubling with

regard to Farabee’s vision for the future is that it flies in the face of the experiential knowledge of practitioners who have “worked the streets” in a variety of community corrections settings.

I would not have quarreled with Farabee on the adoption of deterrence-based approaches to offender management if the desired result to be achieved is punishment for justice purposes. However, punishment as a strategy for reforming behavior, especially in correctional environments, is bankrupt. Farabee does not disagree for a variety of reasons. He does see the possibility of effective administration of punishment if only certain organizational changes were made within correctional settings.

On the matter of punishment for the purpose of deterrence, he points out that most parolees self-report that they are unencumbered by a parole supervision experience. In other words, they can do pretty much whatever they want to do without fear of detection and punishment. The statistics that Farabee reports to support his point comprise, in my view, a scathing indictment of what often passes for community supervision of offenders. And, I feel compelled, but disheartened, to say that my experiential reality is generally consistent with Farabee’s assessment.

To correct for the current and rather obvious deficiencies in the quality of community supervision of offenders, and to make behavioral change more likely, Farabee calls for dramatically reducing parolee caseload sizes to 1:15. In this way, he argues, it will be possible to closely monitor offenders and to hold them accountable for their behavior. This translates, for Farabee, into significantly more efficiency than is currently the case in responding to non-compliance with an offender’s release contingencies. In keeping with the spirit of “classical criminology,” offenders will change their behavior because the certainty of punishment is increased.

The appeal of classical criminology likely rests with its simple and seemingly commonsensical approach to understanding behavior. In brief, people make rational choices, and rational people would not choose courses of action that lead to less pleasurable experiences. In response, I say – if it were only so! Having supervised literally thousands of offenders in my life, I never ceased to be amazed at the irrationality

that I was faced with on a daily basis. I offer this thought because it captures the essence of what I am trying to convey in the limited space afforded by a book review. Space permitting, numerous pieces of scientific evidence could be offered that underscore this crucial point. Finally, if the currency of the tenets of classical criminology were at the level of a “gold standard,” I am certain that modern (and not so modern) societies would have devoted the resources required in order to assure normative behavior in prisons, communities, schools, families, etc.

The call for caseload sizes of 1:15 is actually something that appeals to me. Just think of how much more meaningful interaction would be possible in the context of such a reduced workload (e.g. more and better referrals for services, the opportunity to counsel and assist the offender and maybe even those in the offender’s relevant and immediate social milieu, involvement of the correctional working in the delivery of services and/or treatment, etc.). Conversely, reflect about how much meaningful interaction is missed under current workload standards. Surely, this is nothing new even to neophyte practitioners. The questions that are begged, however, are: a) How is it that caseload size is so variable?; and b) Why hasn’t the matter of optimal caseload size ever been settled? For the answers to these questions, we should look to Farabee’s excellent analysis of who is minding and working in the community corrections store. We should not precipitously conclude that these difficult questions cannot be answered by resourceful, competent, value-driven practitioners who desire to do something more than mindlessly monitor the every movement of offenders under supervision.

Farabee is right on target when he argues that a major paradigm shift is needed within the corrections field. I very much agree with his assessment that such major paradigm shifts are usually precipitated by “...poignantly disappointing evidence.” Furthermore, Farabee insists that paradigm shifts require the acknowledgement of a problem in the profession.

Indeed, the evidence in much of the research has been somewhat disappointing, and to be sure many practitioners acknowledge problems within the profession. And, as most of us know, meaningful solutions are elusive when problems are incorrectly defined. Up to the point of his solution for corrections’

“Farabee has incorrectly defined the problem, and is therefore led to an incorrect solution. And, it is in his definition of the problem as one speaking to the impossibility of offender rehabilitation that his allegiance to ideology over science is most pronounced.”

problems associated with managing offenders in community settings, I fully support the material presented in this book. Farabee has incorrectly defined the problem, and is therefore led to an incorrect solution. And, it is in his definition of the problem as one speaking to the impossibility of offender rehabilitation that his allegiance to ideology over science is most pronounced.

I am concerned that the quest for value neutrality in the conduct of social science research is much more of an ideal than it can ever be a reality. This is fair because it would be unfair to expect researchers to absent themselves from who they are as a result of their many, varied and cumulative life experiences – such are the realities of social existence. There is a justification for offender rehabilitation in the administration of criminal justice. This justification derives from functional public safety interests as well as socially responsible humanitarian interests. There is also a justification for punishment-

based practices in the administration of criminal justice. This justification derives from the legitimate retributive, not deterrent, concerns of individuals and groups victimized by criminals. I believe that it is possible to craft a corrections system within which legitimate offender rehabilitation and also offender punishment can coexist. The former would primarily respond to the publicly desired result of public safety, and the latter to justice for the victimized. In any case, and to the maximum extent possible, science – not ideology – should govern the policies and practices.

I suppose the most poignant question that comes to my mind after reading Farabee's book is one borrowed from Dickens' *A Christmas Carol*. The climax of Dickens' tale comes when Scrooge, shaken by scenes of the future pleads to the spirits: "...answer me one question. Are these the things that will be, or are they shadows of things that may be, only?" Farabee, unlike Dickens' ghost

of Christmas future, provides an affirmative answer. The answer is that we should "throw in the offender rehabilitation towel," stop searching for ways to rehabilitate offenders in correctional settings (since it simply cannot be accomplished), and instead intensely monitor and punish offenders in order to induce their prosocial behavior. To this I want to say: Are you serious? Apparently, and unfortunately, Farabee is. □

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SHIFTING FROM INCARCERATION TO TREATMENT:

Implementing California's Substance Abuse Crime Prevention Act in Orange County

In November of 2000 California voters sent a clear message regarding the ever-increasing cost of incarcerating drug offenders. With the passage of Proposition 36, California began a grand experiment in reducing prison bed demand by shifting from incarceration to treatment.

On July 1, 2001 the Substance Abuse Crime Prevention Act (SACPA) was implemented throughout California, giving large numbers of qualifying drug offenders a right to plea to drug treatment coupled with probation in lieu of incarceration.¹ Subsequently, several states have implemented similar laws and others are keeping an eye on California as they consider doing the same.²

BY MACK JENKINS, SANDRA HILGER, PH.D. AND ALAKA NAFDAY, M.A.

The primary intent of the SACPA is to provide drug treatment rather than incarceration to eligible non-violent adult drug offenders. The goals of SACPA include: (1) preserving jail and prison cells for serious and violent offenders, (2) enhancing public safety by reducing drug-related crime, and (3) improving public health by reducing drug abuse through proven and effective treatment strategies.

California's policy-makers, researchers and practitioners are now examining the effect of SACPA. They are asking: How many drug offenders have participated? What was the impact on probation departments? Do these offenders pose an increased risk to the community? How successful has it been in terms of managing offender treatment and behavior? Does it seem to have reduced the rate of incarceration? Is there a strong argument for continued funding? Many of these questions are being answered at the statewide level by annual reports produced by UCLA's Integrated Substance Abuse Programs for the California Health and Human Services Agency.³ However, since probation agencies are managed at the county level in California, each county has its own story to tell regarding the impact of the law on the probation department and the success of its participants.

This article summarizes findings from Orange County, one of the largest counties in the State. In a departure from the usual conservative stance of the county, Orange County voters approved Proposition 36 by exactly the same margin as voters across the state: 60.9 percent.⁴ County officials took the wish of the voters seriously and immediately started planning for SACPA implementation after the November election results were made known. In the few months between the passage of Proposition 36 and the July 1st implementation deadline, strong collaborative efforts were built between the criminal justice system and public health agencies. During subsequent years, Proposition 36 would prove to have a large impact upon the county's courts, health care systems and probation department. The remainder of this report deals primarily with outcomes and issues pertaining to probation.

Impact of Proposition 36

Proposition 36 has had a major impact upon the probation department. During the first three years of operation, approximately 11,500 individuals were placed on probation under PC1210 in Orange County. And, the number of individuals qualifying for SACPA continues to hold steady: A study of the Orange County Probation Adult Intake Log Report for the year 2004 indicated that 50 percent of the new adult probation cases entered probation under the provisions of SACPA.

Evaluation of Outcomes

In order to examine the true impact of Proposition 36, it was necessary to examine outcomes after sufficient time has elapsed. Therefore, this report examines outcomes for the 3,863 probationers who were referred to probation under SACPA during the first year of the program (July 1, 2001 to June 30, 2002). It describes the outcomes for the probationers after three years. We examine the success of SACPA both in terms of the Act's stated goals and the goals of the "Balanced Approach" model of probation (Maloney, Romig & Armstrong, 1988). The Orange County Probation Department employs the balanced approach model as the framework for supervising its probationers. The goals of the model are (1) community safety, (2) offender accountability, and (3) offender competency.

Evaluating Community Safety

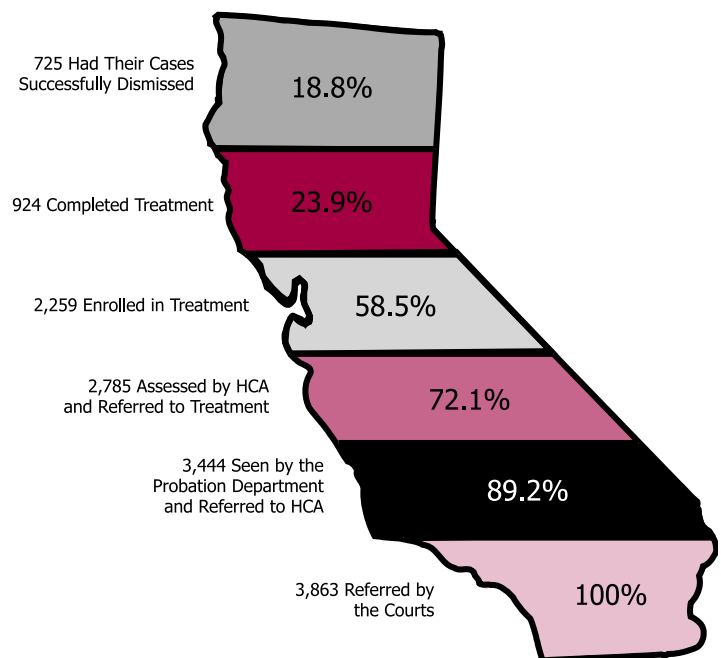
Among the first-year SACPA participants who terminated probation in Orange County by July 2004 (n=1,669), 24 percent committed one or more new law violations during their term of probation. Slightly over half (54 percent) of new law violations were misdemeanors, and 85 percent were drug offenses. A very small percentage (1 percent) committed serious or violent offenses while on probation. These rates are somewhat similar to those reported for the state. In the UCLA 2003 evaluation report, 20 percent of the SACPA offenders had had their probation revoked due to a drug or non-drug violation. However, the UCLA figures pertain to both active and terminated probationers who had been on SACPA probation for any length up to two years, whereas the Orange County figures are for terminated probationers only, who had been on SACPA probation for up to three years. Because the Orange County rates pertain to probationers with a longer period of time on probation, it is not surprising the Orange County figure is somewhat higher.

Evaluating Accountability

Accountability was evaluated by examining the manner in which SACPA probationers move through the court, probation and treatment process. Under the Act, once an offender pleads guilty, opts for treatment and agrees to the terms and conditions of PC1210 in court, the offender begins a journey through the system consisting of a process with definable stages. The individual may successfully continue all the way through the process, completing each stage successfully, or may fall out of the process at any stage along the way.

Figure 1 shows the process outcomes for the 3,863 individuals referred to probation under the SACPA during the first year. Of these, 3,444 (89.2 percent) were seen by Probation and referred to the Health Care Agency, 2,785 (72.1 percent) were assessed by the Health Care Agency, 2,259 (58.5 percent) enrolled in treatment, 924 (23.9 percent) completed treatment and 725 (18.8 percent) had their cases dismissed.

Figure 1:
Process Outcomes for 3,863 Probationers
Referred by the Court



Most of the probationers who fell out of SACPA process remained within the criminal justice system and were held accountable for their actions. Of those that fell out of process, 656 (29 percent) remained on regular probation supervision, 622 (27 percent) were sent to state prison, and 268 (12 percent) fell within the “other termination” category (including county jail). However, approximately 741 (32 percent) were on warrant status as of the end of June, 2004. As noted in the “Evidence-Based Modifications” section, the department has taken steps to address the issue of SACPA probationers on warrant.

Evaluating Competency

Success in optimizing offender competency is examined through analyses of treatment completion rates and changes in risk/need scores from the start to end of probation.

Treatment Completion Rates

As seen in Figure 1, the overall treatment completion rate for Orange County was 23.9 percent, a figure almost identical to the 23.8 percent rate reported in the state-wide analysis conducted by UCLA. However, Orange County differs from the state in that a smaller percentage of defendants referred by the courts entered treatment (58.5 percent versus the state average of 69.2 percent), and a larger percentage who entered treatment continued on to successful completion (40.9 percent versus the state average of 34.4 percent). Orange County’s 40.9 percent completion rate for those who enrolled in treatment under SACPA is slightly lower than the 48 percent national average program completion rate for drug-courts reported by the U.S. General Accounting Office report to Congress in July 1997.⁵

Improvements in Risk/Needs Scores

In Orange County, the probation department collects competency data from the National Institute of Corrections (NIC) Risk/Needs instrument. In addition to significantly lower levels of general risk and needs scores, competency data from the NIC Risk/Needs instrument showed statistically significant improvements between start and end

of probation in the following areas: employment, avoidance of drug and alcohol abuse, level of academic/vocational preparedness, quality of companions, and overall physical health.

Evaluating the Goal of Reducing Incarceration

As can be seen in Figure 2, data from the U.S. Bureau of Justice Statistics (BJS Bulletins, 1994-2003) clearly shows a decline in incarceration rates in California with a significant drop between 2000 and 2001. More specific data, as seen in Table 1, shows a decline due specifically to PC1210-eligible offenses.⁶ Although further research is needed in order to verify a causal relationship, these trends certainly indicate a change in the right direction.

Evidence-Based Modifications

Following the first year of implementation, Orange County made a number of changes to its implementation of SACPA. These changes resulted in improved services and closer supervision of higher-risk probationers.

Addressing the Enrollment Rate

Several changes were made to address the issue of attrition prior to enrollment. First, the county Health Care Agency (HCA) streamlined the assessment process to reduce assessment waiting lists. Later, HCA started using a shortened assessment instrument. At this point, the decision was also made to co-locate HCA referral staff with the Probation Officers, thus reducing the number of physical “reporting points” prior to enrollment. It is interesting to note that the UCLA second-year report found a significant difference in enrollment rates between counties depending upon proximity of service locations.

Changes in Probation Supervision

A number of changes were also made in order to better manage higher-risk SAPCA offenders. The ratio of cases to deputy probation officers had reached as high as 220 to 1, making it impossible to provide meaningful supervision. Therefore, the probation department took the following steps:

- Created “banked” or “monitored” caseloads for lower risk cases
- Created “field” or “supervision” caseloads for higher risk cases
- Created a specialized caseload for dually diagnosed offenders
- Petitioned the court for relief of supervision upon completion of treatment
- Negotiated an agreement to eliminate misdemeanor cases from formal supervision.

Following the bifurcation of the probationers into “banked” and “supervision” caseloads, supervision caseloads dropped to an average 90 per officer and banked caseloads averaged 360. The number of completed home contacts and searches increased

**Figure 2:
Rate of Incarceration**

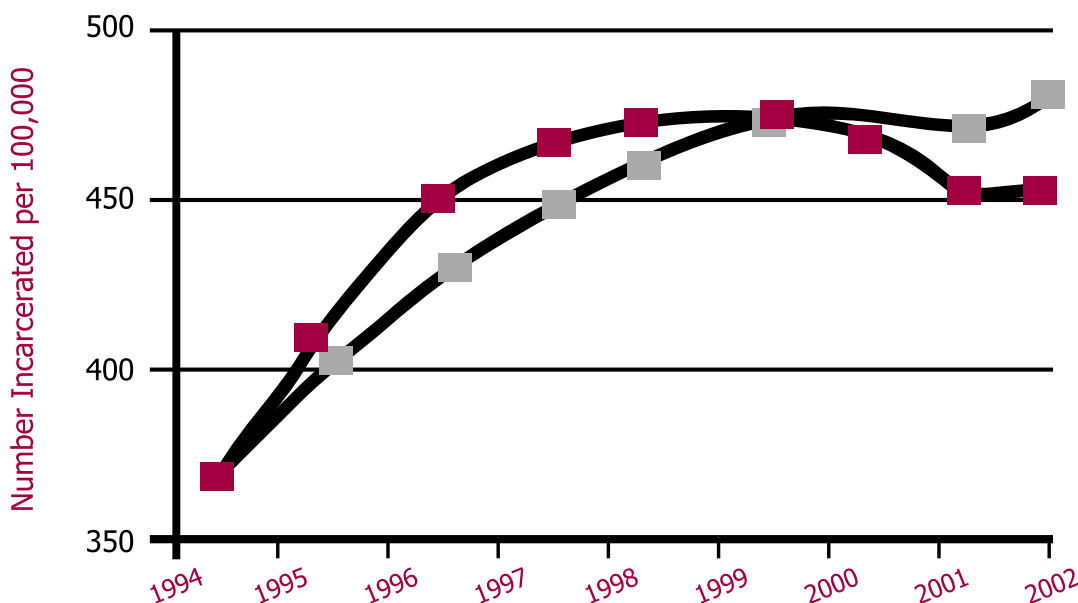


Table 1: Number and Rates of Prison Incarceration for PC1210-Eligible Drug Offenses in Orange County vs. California

	Orange County	California (average for 58 counties)
2001	658 (.23 per 1000 population)	144.8 (.20 per 1000 population)
2002	515 (.18 per 1000 population)	111 (.17 per 1000 population)

by over 200 percent.

The practice of petitioning the court for relief of supervision upon completion of treatment was also part of an effort to redirect resources to those cases most in need. Upon being granted relief of supervision, while waiting for the Probation Department to petition the court for dismissal, the deputy probation officer removes the case from the caseload.

The elimination of misdemeanor cases from formal supervision provides the opportunity to reduce the SAPCA cases by 20 percent in Orange County, again allowing the limited resources to be applied to the higher risk felony cases. While probation does not formally supervise the misdemeanor cases under this plan, contact is maintained with the treatment providers, and probation does assist the court by reporting when the misdemeanor offenders abscond, or are removed from treatment.

Summary and Conclusions

Proposition 36 may be said to represent an evolution of the criminal justice system in that it offers an opportunity to deal with large numbers of drug offenders by blending of criminal justice and drug treatment, with priority placed on treatment rather than incarceration. In Orange County stakeholders capitalized on collaborative relationships forged from the successful drug court program to implement the new law. Probation's contributions have included furthering community safety, holding the probationers accountable, and supporting competency building by keeping the probationers engaged in treatment. At one point, the sheer number of PC1210 probationers threatened to overwhelm probation department resources and necessitated a change in supervision strategies. Twenty-four percent of the first year SACPA probationers completed treatment, and 40.9 percent of those who enrolled in treatment successfully completed treatment. Future efforts will be aimed at increasing the percentage that successfully enroll. A highly significant number showed improvement in terms of risk and need factors such as employment, avoidance of drug and alcohol abuse, level of academic/vocational preparedness, quality of companions, and overall physical health. Only 16 percent terminated from probation due to a prison sentence. In Orange County, probation and its collaborative partners look forward to improved outcomes after fully incorporating lessons learned from the first year participants.

Endnotes

¹ SACPA was initiated as a result of California Proposition 36. The associated penal code reference is PC1210.

² For specific information regarding SACPA and the associated California Legal Code PC1210, see the official SACPA web-site at <http://www.adp.cahwnet.gov/SACPA/prop36.shtml>

³ UCLA's statewide reports are available through the official SACPA web-site: http://www.adp.cahwnet.gov/SACPA/P36_Reports.shtml

⁴ See ballot measure results published by the California Secretary of State and available at <http://vote2000.ss.ca.gov/Returns/prop/00.htm>

⁵ U.S. General Accounting Office. *Drug Courts: Overview of Growth, Characteristics, and Results*. (1997) (Washington, D.C.) U.S. General Accounting Office. Also see: Belenko, Steven "Research on Drug Courts: A Critical Review." *National Drug Court Institute Review* (Summer 1998) 1 (1); 19-20.

⁶ Communication with Garrick Percival, based upon California Department of Corrections data used for his article, Percival, 2004)

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PRISONER



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PARTNERSHIP STRATEGIES

Prisoner reentry – the process of leaving prison and returning to society – has become a pressing issue throughout the nation. Ex-prisoners are returning home in large numbers, having spent longer terms behind bars. In New Jersey, over 70,000 inmates will be released in the next five years. Unfortunately, the great majority of them will be unprepared for reintegration and will commit new offenses. (New Jersey Reentry Roundtable 2003:4).

To combat recidivism effectively, parole and probation agencies must understand and counteract the causes of criminality, address the problems that plague ex-prisoners, and help meet their needs. Parole and probation authorities must also recognize their limitations and augment their efforts by employing offender reentry partnership strategies involving other government agencies, foundations, corporations, labor unions, non-profit organizations, faith-based entities, community groups and individual volunteers.

This article will describe the characteristics of the reentry environment in New Jersey and explore the initiatives and partnerships undertaken by the New Jersey State Parole Board to address the challenges of successful reentry.

The Reentry Environment

The environment for reentry can be characterized as hostile. There are four major plagues of the criminal justice system that prevent or inhibit successful ex-offender reintegration into society: addiction, illness, ignorance and immorality.

Substance abuse and addiction is a pervasive national prob-

BY JOHN D'AMICO



lem. Over 50 percent of released inmates have a drug or alcohol problem. More than half of state prisoners reported they were using drugs or alcohol when they committed the offense that led to their incarceration. The impact of drug recidivism is substantial, destroying families, destabilizing communities and increasing health care costs (NJ Reentry Roundtable 2003: 23).

The use of prison as the principal response to drug offenses has not succeeded, because as with any other business, if you eliminate a salesman without eliminating demand, the salesman's boss will hire someone else. Drug treatment works because a recovering drug user is not automatically replaced with a new addict. Treatment programs aimed at consumption reduction are much cheaper than prison and they are effective, reducing the likelihood of drug use and associated criminal behavior and increasing employment. (Schiraldi & Zeidenberg 2003:24; Yglesias 2002:5).

The New Jersey Parole Board contracts with private for-profit and non-profit organizations to operate day reporting centers and residential substance abuse treatment programs. Firms such as Kintock, Education and Health Centers of America, BI Inc. and Volunteers of America guide parolees toward successful reentry, using a cognitive behavioral therapy model. The Parole Board has adopted a policy of graduated responses to technical parole violations under which parolees who fail urine tests are referred to treatment and counseling in lieu of parole revocation and re-incarceration. Demand for treatment exceeds existing capacity, however. To fill this gap, the Parole Board encourages, but does not mandate, participation in Alcoholics Anonymous, Narcotics Anonymous and various other faith-based recovery programs such as "The Most Excellent Way."

The second major criminal justice plague is illness. Nearly one-third of state prisoners have a learning or speech disability, hearing or vision problem, or a mental or physical condition. Between 15 and 20 percent of prisoners suffer from at least one chronic condition, such as asthma, diabetes or hypertension. About 10 percent have at least one communicable disease or condition, such as HIV, AIDS, tuberculosis, syphilis, chlamydia, gonorrhea, hepatitis-B or hepatitis-C. (Travis, Keegan & Cadore 2003: 24)

Parolees with untreated chronic diseases impose substantial burdens on the community health system and often recycle into the criminal justice system. Effective re-entry health planning insures that parolees who lack health insurance coverage can gain access to health care services in the community. Toward this end, the Parole Board and the New Jersey Department of Health are working together to facilitate

referral of these parolees to federally qualified health care centers.

Much more needs to be done, however — particularly to address mental illness. Approximately 16 percent of New Jersey inmates have been identified as having mental health problems, with more than that undiagnosed (NJ Reentry Roundtable 2003: 23). The absence of effective sustained treatment for mentally ill ex-prisoners in New Jersey and many other states has forced the criminal justice system, rather than the mental health care system, to respond to the erratic behavior exhibited by the untreated mentally ill offender. The overall cost of repeated incarcerations and hospitalizations of this population is staggering (Re-Entry Policy Council 2005: 168-9).

Effective mental health treatment must be initiated in prison and continued after release if mentally ill parolees are to reintegrate successfully. To begin to address this need, the Parole Board, the Departments of Corrections, Human Services and Community Affairs and the Housing and Mortgage Finance Agency have developed a pilot program called Program for Returning Offenders with Mental Illness Safely and Effectively (PROMISE). It will provide treatment, transitional housing, rental subsidies, employment, support, education and relapse prevention training to mentally ill parolees.

Another important partnership initiative involves the Nicholson Foundation, which is training Parole Board and county public assistance agency employees to help parolees qualify upon release for S.S.I., Medicaid, Veteran's benefits and food stamps. There are untapped federal funds available to certain qualified parolees in these programs that can address an array of physical and mental health care needs.

The third major criminal justice plague is ignorance. The average level of educational achievement of New Jersey inmates is 6th grade in reading and 5th grade in math (Travis, Keegan & Cadore 2003: 28). Lack of education and work skills are major impediments to meaningful employment. Parolees must be required or encouraged to further their education, particularly in the areas of learning, language, math and computer skills (Re-Entry Policy Council 2005: 212-214). The Parole Board encourages parolees to obtain their GEDs and has also forged partnerships with educational institutions to address the educational deficits of parolees.

Vocational training is also extremely important. Many opportunities exist for public-private partnerships in this area (Re-Entry Policy Council 2005: 215-216). For example, in response to an industry-wide shortage of auto mechanics, a Ford Motor Company dealer has created a state-of-the-art training facility for parolees. Another successful partnership between the Parole Board and the New Community Corporation in Newark, NJ, provides culinary arts training. Parolees are also enrolled in various apprenticeship programs funded by trade unions.

The fourth major plague of the criminal justice system is immorality. Most of the factors that predict recidivism — antisocial values, antisocial peers, poor self-control, lack of acceptable problem-solving skills and family dysfunction — relate to the absence of pro-social morals or values and the inability of offenders to conform to the laws governing society and accepted notions of right and wrong (Latessa, Cullen & Gendreau 2002:44). Faith-based institutions have unique and powerful spiritual expertise and can offer a wealth of resources, services, and ministries for the communities in which they reside that can address these factors (Re-Entry Policy Council 2005: 204).

Ministers, imams, priests, rabbis, mentors, faith fellowship groups and people of good will can help parolees replace antisocial values with pro-social values; counteract the negative and harmful influences of

anti-social peers; encourage parolees to accept responsibility for their actions; help them respond positively to crises and problems; and help restore family connections. Accordingly, the Parole Board has challenged the faith-based community to respond to a "Parole Board altar call" to help combat immorality in the criminal justice mission field by changing the hearts and minds of at-risk parolees.

In addition to the myriad problems that these four plagues present, newly released prisoners have critical needs which place significant barriers in the path to reentry. There are three major needs of parolees that must be addressed as part of discharge planning and re-entry: jobs, housing and transportation.

The single greatest obstacle to successful prisoner reentry is unemployment. When an ex-offender returns home and is unable to locate productive work, all the influences and temptations that led to the original incarceration begin to take hold once again. A prime example of this syndrome is the ex-drug dealer who cannot get a job and concludes that he can make a quick buck by returning to his trade.

Jobs incapacitate potential offenders the same way hard time does, taking away leisure time and reducing the opportunity for recidivism (Yglesias 2003:6).

Unfortunately, the majority of parolees lack the skills and education needed to compete successfully in the labor market upon release. They confront many barriers to employment such as stigma, statutory bars to certain occupations, and lost time from the labor force (Travis, Keegan & Cadora 2003: 28-29).

Fortunately, there are strong incentives for employers to hire parolees: federal bonding, tax breaks, drug testing by parole officers, and the additional protections offered by parole supervision. What is needed, however, is a concerted effort by employers, organized labor and community and faith-based organizations to provide employment opportunities to parolees.

The State Parole Board has partnered with these groups to educate and train parolees, help them overcome the stigma of convict status, and offer them secure and retain living-wage jobs. To overcome the reluctance of newly paroled ex-prisoners to visit department of

labor offices in person to apply for its One-Stop Career Center programs, the Parole Board and Labor Department have created a referral system that automatically enrolls them upon release. As a result, more parolees are receiving job readiness assessments, detailed remediation plans to help them become job ready, and job placement services.

The second major need of parolees is housing. The first few months following release are a critical time when a returning prisoner may be most tempted to fall back into old habits. Without the benefit of stable housing, parolees struggling to meet other basic needs, such as finding employment and gaining access to substance abuse treatment and health care services, face a higher risk of relapse and recidivism. (Solomon, Waul, VanNess & Travis 2004: 81).

Returning prisoners rarely have the financial resources or personal references needed to compete for and secure housing in the private housing market. Landlords typically ask applicants to list employment and housing references and require disclosure of financial and criminal history information, putting ex-prisoners at a disadvantage (Solomon, Waul, Van Ness & Travis 2004: 81).

For some parolees, returning to the homes of their families is not an option. Welfare reform and changes in public housing regulations make felony drug offenders ineligible for funding and housing placement. In addition, federal policies barring certain convicted felons from public housing units can result in the eviction of all members of a household because of criminal offenses committed by a family member or guest. (NJ Reentry Roundtable 2003: 32)

In New Jersey, 1,300 offenders per year are released from prison as "placement cases," meaning that they have no place to live. The Parole Board offers limited financial aid to put parolees into rooming houses, shelters and motels — an essential but unsatisfactory stopgap measure. The Parole Board is working with the private sector and the faith-based community to develop transitional and permanent housing for parolees. The Parole Board is also receiving financial help and technical assistance from the Department of Community Affairs and the Housing and Mortgage Finance Agency, which has established a dedicated prisoner re-entry housing fund.

The third major need of parolees is transportation, without which it is difficult if not impossible to secure and hold a job. Many parolees have had their drivers' licenses suspended because of drug or other convictions. Unable to pay accumulated motor vehicle fines and insurance surcharges, they have difficulty restoring their driving privileges. The Parole Board has asked churches to pool donations to help parolees pay off these obligations. The Euphrates Ministry in Neptune, NJ has been the first to respond.

Parolees who are unable to drive and do not have easy access to public transportation need special attention. To meet this need, the Parole Board has persuaded volunteers in churches and community-based organizations to use vans that sit idle during weekdays to drive parolees to and from work and other important destinations such as doctor's offices, clinics, parole offices and schools.

Parole Cannot Do It Alone

Another key element to successful reentry is the recognition that it is a challenge that is too big for any one agency or organization, or even groups of agencies. Community support is vital for offenders leaving prison. Even ex-prisoners who make positive life changes while incarcerated will frequently resume old behavioral patterns that lead to new crimes if they return to their former environments without guidance and support. Ex-prisoners who feel accepted by their community and believe they are valued are less likely to offend (Rhine, Matthews, Sampson & Daley, 2003: 52-3).

An outstanding example of the potential of community partnerships is the Seth Boyden Neighborhood Center in Newark. Established with the assistance of the Newark Housing Authority in one

Without the benefit of stable housing, parolees struggling to meet other basic needs, such as finding employment and gaining access to substance abuse treatment and health care services, face a higher risk of relapse and recidivism.

of the oldest public housing complexes in the city, this center brings together the resources and expertise of local volunteers as well as various governmental agencies, educational institutions and community organizations to help place parolees and neighborhood residents in appropriate programs and jobs. The Parole Board is planning to establish neighborhood-based service centers in other cities.

A unique outgrowth of the Seth Boyden program is the development by Professor Jeff Mellow of Bloomfield College of a citywide interactive database for people leaving prison and their families in Newark called www.newarksuccess.org. It gives parolees information about and peer evaluations of programs and services. It is now being expanded statewide at www.NJSuccess.org.

Other effective community partnerships involve the Parole Board and federal, state and municipal agencies. For example, the goal of the Safe Cities Initiatives in Newark and Camden is to promote public safety by helping local leaders and the criminal justice community focus intensive supervision and services on the most violent ex-prisoners. Participants include the New Jersey Attorney General, county prosecutors, the U.S. Attorney's office, the Juvenile Justice Commission (the juvenile corrections agency), the courts, probation, state and local police, county sheriffs and service and treatment providers.

The Parole Board has also been an active participant in the New Jersey Prisoner Re-entry State Policy Academy. Various state agencies, including the Departments of Corrections, Labor, Health, Human Services, the Juvenile Justice Commission and the Attorney General's Office, with the extremely valuable assistance of the New Jersey Institute for Social Justice, have developed reentry strategies focused on issues of public safety, community and family well-being, housing, employment, substance abuse and health.

Finally, the Parole Board has established a Community Partnership Unit to create new community-based partnerships with employers, labor unions, educational institutions, treatment and service providers, community organizations, faith-based ministries, and volunteers to promote successful offender re-entry. With the cooperation and assistance of community colleges and churches, the Parole Board has convened community partnership conferences in major cities such as Newark, Camden, Paterson and Atlantic City. During an introductory plenary session, the impact of recidivism on the host community is described, and the problems and challenges of re-entry are thoroughly explained. This is followed by concurrent workshops focused on critical prisoner reentry issues such as building a safer city, homelessness, education, employment, physical and mental illness, addiction, gang reduction, faith-based partnerships and family restoration.

At the end of each workshop, the attendees are asked to join a local task force to develop local solutions to the problems discussed. A member of the Community Partnership Unit will schedule and staff periodic meetings, make sure that momentum is maintained, and pursue the opportunities presented by local networking.

An outstanding example of the success of this approach has emerged from the faith-based task forces. A Christian substance abuse recovery program, "The Most Excellent Way" (www.mostexcellentway.org) has been embraced by participating ministers, church leaders and congregants throughout the state. It couples substance abuse counseling and group therapy with specific, concrete responses to the needs of ex-prisoners. Drawing on the resources of their members, churches and charitable organizations such as the Salvation Army have helped parolees secure housing by advancing money for security

deposits. They have also provided job referrals, transportation, clothing, haircuts and free medical and dental care. Very few parolees have dropped out of The Most Excellent Way, and the recidivism rate of successful completers is very low.

Conclusion

We at the New Jersey State Parole Board have learned to our astonishment that people of good will have been waiting to lend a helping hand, but have never been asked. The ultimate prisoner re-entry partnership strategy, then, is to communicate the core principle that it is not only the job of the parole or probation agency but also the job of good citizens in every community to care about the ex-prisoners returning to their neighborhoods and to actively promote their successful reintegration into society.

Our partnerships with the community and other criminal justice and government agencies are only the beginning. The initial results are promising and we look forward to strengthening and expanding our collaborations, and increasing the success of reentry.

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Drug Testing Tools in Criminal Justice

BY LEO KADEHJIAN



Nowhere more than in criminal justice have the problems of substance abuse been most apparent. The prevalence of drug use by those under supervision of the criminal justice system is alarmingly high. Although major advances have been made in our understanding of the neurobiology of addiction and the pharmacology of abused drugs, the criminal justice system still has few tools to effectively address drug abuse and addiction. However, drug testing has proven to be one of the key objective tools to at least identify those who have used and abused drugs of abuse. Furthermore, drug testing, with appropriate responses and sanctions for positive test results, has proven to provide deterrence of ongoing drug use. These tests have demonstrated their utility in a wide variety of criminal justice settings. There have been significant advances in the drug testing tools available to the criminal justice community, including novel techniques and novel specimens.

Urine is the most widely used specimen for drugs of abuse testing, but several “alternative” specimens are establishing their place as suitable for drug testing.¹ Hair, sweat and oral fluid (saliva) have reached a sufficient level of scientific credibility and technological development to be “proposed” for use in workplace drug testing programs.² Each of these specimens offers varying balances between ease of specimen collection and handling, ease and accuracy of analytical methods, capability for sound interpretation of results, and legal defensibility.

All of these specimens lend themselves to accurate laboratory analysis of drug and/or metabolite levels through conventional scientific techniques, i.e. immunoassays and chromatographic methods such as GC/MS. However, some specimens are clearly easier to analyze than others, with simple non-instrumented visually-read on-site testing devices having been developed for urine and oral fluid. Furthermore, the analyte(s) in question varies between specimens, with the parent drug being predominant in some specimens (hair, sweat, oral fluid) while more polar metabolites (by-products) are predominant in others (urine). Finally, issues of specimen collection, handling, transport and stability also vary. Of importance are concerns about handling of biological specimens and the relative risks of exposure to and transmission of infectious agents.³

Urine

By far, urine is the most widely used specimen for drugs of abuse testing. It offers advantages of large specimen volume and relatively high drug concentrations, because of the approximately 100-fold concentrating effect of the kidneys. There is an extensive body of literature addressing the detection of drugs and their metabolites in urine specimens and much is known about the pharmacokinetics of drug and metabolite elimination in urine. There are several well-established collection and testing guidelines and laboratory certification programs, most notably those originally established by the National Institute on Drug Abuse (NIDA) in 1988 for federally-regulated workplace drug testing programs. These guidelines, originally called the “NIDA Guidelines,”

are now overseen by the Substance Abuse and Mental Health Services Administration (SAMHSA).⁴

These federal workplace drug testing guidelines are widely regarded as the gold standard in urine drug testing. However, criminal justice drug testing programs are generally not statutorily required to comply with or even approximate these established procedures. Nonetheless, criminal justice drug testing programs can benefit from attention to the issues addressed by these guidelines to ensure good laboratory practices and legal defensibility.

Urine is attractive as a specimen because it is voluntarily provided as a normal waste product in relatively large volumes. Typical urine production rates are about 1 mL/min (about 1/5 of a teaspoon/min or slightly over 2 oz/hr) during waking hours, so collection of a specimen of sufficient volume for both initial screening by immunoassay as well as any subsequent confirmation testing is generally not problematic. Absent a documented medical condition, officers should not need to wait for extended periods of time to obtain an adequate specimen. Drugs and their metabolites are reasonably stable in urine over days, weeks or even longer when specimens are refrigerated or frozen. As far as specimen handling is concerned urine is generally not considered infectious unless visibly contaminated with blood.³

It should be noted that urine is also an excellent specimen for alcohol (ethanol) analysis, given caveats about performing the analysis soon after specimen collection or with proper refrigerated storage pending analysis. Urine ethanol levels are about 30 percent greater than corresponding blood ethanol levels, reflecting those specimens' relative water content (although some state drunk driving laws use a factor of 1.5 to 1 to be conservative).^{5,6} The concern regarding ethanol analysis in urine is that ethanol may arise from fermentation of any sugars which may be present in the urine *and* if the urine is also infected with micro-organisms.⁷ However these concerns are easily addressed, either through analysis within a few hours after specimen collection and/or refrigerated specimen storage for any delayed analysis.⁸ It should be noted that over half of the states allow the use of urine as a specimen for alcohol analysis in their drunk driving laws.

Because of the relatively high drug and/or metabolite concentrations in urine, simple non-instrumented visually-read on-site immunoassays (i.e. cups/cassettes/dipsticks) have been developed and are widely used in a variety of criminal justice settings.⁹ There are numerous versions of these simple-to-use non-instrumented immunoassays which allow the ready on-site testing of urine specimens outside of a formal laboratory. Some of these devices have even been cleared by the FDA for at-home use. Studies of these non-instrumented on-site devices have demonstrated impressive performance, and, for some devices, at levels comparable to bench-top laboratory analyzers, even when performed by those without any formal laboratory experience.^{10,11} However, there is limited case law

supporting the use of the results from these devices without some form of subsequent confirmation testing.

In spite of the well-established place of urine as a specimen for drug testing, it is not without its challenges. Specimen adulteration (addition of chemicals to a specimen), substitution and dilution have been demonstrated to be able to thwart effective drug testing. Collection of urine specimens within the criminal justice setting benefits from direct observation which minimizes the effectiveness of attempts at specimen adulteration and substitution. Furthermore, laboratory procedures, as well as simple on-site test strips, to detect such adulterants have been established.¹²

Specimen dilution (from excess fluid ingestion) is a much greater challenge as it is fairly easy to drink sufficient excess fluids prior to specimen donation and dilute one's urine by a factor of up to 10 or even more, thereby minimizing the likelihood of testing positive at conventional screening cut-offs. To address specimen dilution, there are established clinically-supported criteria for what constitutes an excessively dilute specimen (e.g. creatinine less than 20 mg/dL and specific gravity less than 1.003).¹² Creatinine is a metabolite of creatine, which is important in muscle energy metabolism. Because creatinine is eliminated in the urine in relatively constant amounts for each individual dependent primarily upon muscle mass and diet, its concentration in urine is used as an indicator of the relative amount of dilution or concentration of an individual's urine specimens. Typical urine creatinine concentrations are on the order of 150 mg/dL (milligrams per deciliter = milligrams per one-tenth liter or 100 milliliters). Urine specimens with creatinine levels less than 20 mg/dL are considered highly dilute.

Specific gravity is also a measure of urine dilution or concentration. It is a measure of the amount of all dissolved substances in a urine specimen (mainly urea and sodium chloride). By definition, pure water has a specific gravity of 1.000 (representing a density of 1.000 g/mL). Typical urine specific gravity is on the order of 1.025, with highly dilute urines having specific gravity of 1.003 or less.

It is important for drug testing programs to have an appropriate policy response to unusually diluted specimens. In a recent federal probation revocation, upheld on appeal, the court noted that the probationer's diluted urine specimen which had drug present, albeit below the conventional cut-off, would have clearly tested positive had it not been so diluted.¹³

Another limitation to the full utility of urine specimens in drug testing is the relative difficulty in correlating urine drug and/or metabolite levels with likely dosing scenarios (e.g. determining renewed use of cannabis vs. residual levels from prior use) or even with a likelihood of impairment. Granted, the correlation between urine drug levels and time and extent drug use and likelihood of impairment is weak. However, that does not mean that no reasonable assessments can be made. Unfortunately, some toxicologists claim that urine drug levels should *never* be interpreted,

but this clearly is an extreme and incorrect position. The use of urine cannabinoid levels when adjusted for dilution (i.e. using creatinine or specific gravity levels) can provide useful information about whether a positive test result is likely from renewed use or rather is consistent with residual levels from prior chronic use. In some situations urine levels may clearly be consistent with the claims of the user or not, and as such can be highly useful to the trier of fact. Furthermore, very high urine levels can clearly demonstrate recent and significant use, whereas low drug levels are much more difficult to interpret in terms of likely dosing and effects. But to deny any value in urine drug levels for interpretation is incorrect.

Oral Fluid

The “alternative” specimen receiving the most recent interest appears to be oral fluid (saliva).¹⁴ The first experiments to measure biological analytes in saliva were performed in the mid-19th century, and since then oral fluid has been used for a wide variety of analytes, including steroids, hormones, enzymes, antibodies, DNA typing, therapeutic drugs and drugs of abuse. From the earliest days of immunoassay development for drugs of abuse testing in the early 1970s saliva has been considered as a suitable specimen.

The key advantage of oral fluid for drugs of abuse testing is the ease of specimen collection, without invoking privacy or gender concerns. Furthermore, there is the potential for immediate test results with on-site non-instrumented immunoassays already developed, although test sensitivity may be an issue because of the low drug levels found in oral fluid. There is great interest in such on-site oral fluid assays for roadside drugged-driving detection.¹⁵ Finally, the possibility of specimen adulteration appears to be minimal. Some limitations with oral fluid are the very low specimen volume obtained and the low analyte levels found.

Ethanol was apparently first reported in saliva in 1875. Saliva ethanol levels have been shown to demonstrate excellent correlation with blood alcohol levels, with a saliva/blood ratio close to 1, such that saliva as a specimen for initial alcohol testing is authorized under Department of Transportation (DOT) testing programs as well as under several state driving statutes.^{16 17} In conjunction with DOT rulemaking, the National Highway Traffic and Safety Administration (NHTSA) included performance evaluations of non-evidential alcohol screening devices for saliva for use in the DOT testing program. Those devices fulfilling NHTSA's performance criteria are listed in their Conforming Products List periodically published in the Federal Register.¹⁸ In addition, SAMHSA's Division of Workplace Programs

has proposed the use of saliva for federally-regulated workplace testing for other drugs of abuse as well.²

Unfortunately, oral fluid has not proven very sensitive for detection of cannabis use as it appears that cannabinoids are not secreted from the blood into oral fluid, unlike most other drugs. Rather, it is only from contamination of the oral cavity after smoking or oral ingestion of cannabis that cannabinoids may be detected in oral fluid. This oral contamination from cannabis smoke appears to dissipate rapidly over a few hours. Accordingly, detection of cannabis use may be likely only for several hours after use, of course depending upon the dose and cut-off chosen.^{19 20 21}

Analysis of oral fluid for drugs is relatively straightforward. However, there are limitations in repeat and multiple confirmation tests due to low specimen volumes. There have been both on-site as well as laboratory based methods developed.^{22 23}

Specimens may be collected either by simple expectoration (spitting) into plastic tubes or more commonly by absorbing oral fluid with an absorbent material (foam pad, cotton fiber wad) placed in the mouth for a few minutes. The flow of saliva can be stimulated through a variety of techniques such as chewing paraffin, or through the use of chemical stimulants such as citric acid or sour candy drops. After the pad is saturated with oral fluid or a specific amount has been absorbed the pad is placed in a tube of buffer for shipment to the laboratory. On-site methods may similarly collect the specimen in an absorbent pad from which the specimen is applied to a non-instrumented or instrumented immunoassay device. However, drug levels in oral fluid are generally much lower than those found in urine specimens, except when there is direct contamination of the oral cavity from smoking or snorting drugs.

Saliva has been shown to be source of infectious microorganisms and appropriate precautions should be taken in the handling of oral fluid.³

Hair

A very wide variety of ingested drugs and/or their metabolites may be found in hair specimens. Hair specimens from ancient mummies have been demonstrated to contain cocaine. Several famous deceased persons have also had their hair analyzed for drug exposure (Napoleon, Beethoven, Yeats).

Hair testing has gained interest because of its ability to provide a longer history of drug use than other specimens, dependent



upon the length of hair tested. Unlike other conventional biological specimens used for drug testing with detection times measured in days, drugs have been demonstrated to remain in hair for extended periods of time: weeks, months, years, decades and even longer. Current hair testing protocols examine cut segments of hair representing about three months of growth (head hair typically grows about 1 cm/month or slightly less than 1/2 an inch each month). That drug residues may be detected in hair over extended periods of time has been amply demonstrated in a large number of published studies. Hair specimens examined include not only head hair, but also beard hair, axillary (armpit) hair, body hair and even pubic hair.

There have been numerous national and international scientific meetings specifically addressing hair testing, with the establishment of a few professional societies dedicated to hair testing. In 1990 there was a small conference addressing this new technology convened in Washington, D.C. by the Society of Forensic Toxicology, the National Institute on Drug Abuse and the National Institute of Justice. Although most attendees at this meeting were critical of hair testing, wanting further research, subsequent research has demonstrated its utility. A large body of experimental and epidemiologic scientific data on hair drug testing has since been published.^{24 25 26}

The mechanism of drug incorporation in hair has been found to be not as simple as originally proposed.²⁷ It was thought that drugs within the blood capillaries bathing the hair follicle were transferred into the growing hair shaft and effectively locked in place. However, it has been shown that such a simple mechanism does not account for all the experimental observations. It has been demonstrated that drugs can also enter the hair shaft via sweat and sebum (a waxy secretion from glands often associated with hair follicles). Environmental contamination of the hair has also been demonstrated (e.g. passive exposure to marijuana smoke). One question is whether hair analysis can differentiate between drugs found in hair from actual drug use as opposed to environmental exposure. Laboratories claim that by using special washing procedures they can distinguish actual use from external contamination.²⁸

Hair analysis is performed by cutting a segment of hair (about the diameter of a pencil) from close to the scalp, generally representing about three months' growth. Hair typically grows about 1 cm/month although there are inter-individual differences in hair growth rates.

The cut hair specimen is washed to remove potential external contamination and then digested. The digest solution is tested by immunoassay and GC/MS. In addition, some laboratories also test the initial wash solutions for an assessment of the possibility of environmental contamination and its likely contribution to the subsequent test results from the digested specimen.

Unlike the multitude of laboratories offering urine drug testing services, there are only a few laboratories

offering hair testing services. There are currently no formal hair testing laboratory regulations or guidelines, although there are a few professional societies as well as some proficiency testing programs. However, hair testing is on the list of alternative specimens proposed for federally-regulated workplace testing, with some proposed laboratory and testing standards.²

The main issues facing hair testing are 1) distinguishing environmental exposure/contamination of the hair from drug incorporation in the hair shaft from use and 2) addressing the possibility of hair color bias. Both of these issues have been reasonably well-investigated but still appear to remain subjects of controversy.^{29 30 31}

It has been well-demonstrated that drugs bind to hair differentially dependent upon the physicochemical properties (i.e. molecular size, acid/base properties, water/fat solubility) of the drug in question and those of the hair. It is known that many drugs bind preferentially to dark pigmented hair over fair colored hair, leading some to make claims of a hair color bias in hair testing, unfairly identifying those with heavily pigmented hair over those with fair hair. Some have even called this a racial bias. However, field data examined to date does not appear to indicate any effective bias.³²

Another issue is the possibility of specimen adulteration. It has been demonstrated that hair color plays a significant role in binding of drugs to hair and that bleaching or other treatments can dramatically reduce the amount of drug found in hair. In addition, there are shampoos being sold on the Internet claiming that they can rid the hair of drugs.³³ It seems clear that the opportunity to thwart hair testing through such chemical treatments exists. Of course, drug users could also shave their heads and even other body hair to prevent testers from obtaining an incriminating specimen.

Some claim that by segmental analysis of the hair shaft (dividing the specimen into month by month time frames) that a time profile of drug use may be obtained, although others challenge the scientific validity of such segmental analysis.³⁴ Some experimental studies have challenged the simple view that drugs are neatly deposited along the hair shaft from the blood capillaries bathing the hair follicle beneath the scalp, and remaining in place as the hair shaft grows to provide a timeline of drug use. It has been demonstrated that this model of drug deposition and incorporation into hair is too simplistic and that drugs may be incorporated into and onto the hair shaft by a variety of mechanisms, including via sweat and sebum excretion.

There have been numerous court challenges to the admissibility, probative value, and interpretation of hair drug tests. However, after several years of research, on balance, it now appears that hair testing has been generally accepted by the courts.³⁵

Sweat

Drugs of abuse and their metabolites have long been known to be excreted in sweat. Quinine was detected in sweat in 1844, morphine in 1942, and amphetamines in

1972. The development and patenting of a sweat patch collection device for drug testing by PharmChem Laboratories in the 1990s has allowed for the ready detection of drug use over a period of about one week of patch wear.^{36 37 38} The sweat patch is a simple band-aid-like device consisting of a small 3 x 5 cm absorbent cellulose pad covered by a gas permeable polyurethane membrane which allows water vapor to pass through while trapping in the absorbent pad any drugs and/or their metabolites excreted in sweat. The patch is applied to the torso or arm after pre-cleaning the skin with alcohol wipes. The cleaning is designed to not only remove any possible surface contaminants but to ensure an effective seal of the adhesive. After a wear period of typically one week, the laboratory analysis of the sweat patch is relatively straightforward, by eluting drugs from the collection pad and subsequent analysis of the extract by immunoassay and GC/MS.

There has been great interest from the criminal justice community in sweat patch testing for drugs of abuse.³⁷ The patch offers the primary advantage of constantly monitoring for any drug use over a period of about one week, obviating the need for multiple urinalyses to effectively monitor for any drug use over that period. The patch apparently cannot be removed or tampered with without it being apparent to a trained technician. There has also been interest in the use of the sweat patch for federally-regulated workplace drug testing applications.²

The patch has been demonstrated to be sensitive and accurate, although its use has not been without challenges. There have been claims that the patch could be contaminated from exposure to drugs both externally from the environment as well as from possible residual levels of drug in the skin from prior use.^{39 40} Although at least one federal court has recognized the possibility for such external contamination, these potential contamination challenges have been effectively rebutted in several subsequent cases as unlikely in real world patch wear scenarios.

Other Technologies

There are a few other novel test technologies being examined for use in criminal justice testing programs such as oculomotor testing (testing the eyes' response to light to determine possible drug use), transdermal alcohol testing (measuring alcohol coming off the skin through an ankle bracelet-type device) and even sleep movement monitoring (to detect drug-induced disturbance of sleep patterns). Although these technologies have been presented at corrections technology conferences, and have been used by some corrections agencies,

there is currently relatively little factual performance data in the peer reviewed published literature on which to make a formal authoritative assessment of their performance capabilities.

Conclusion

A wide variety of body fluid specimens have been analyzed for the presence of drugs of abuse. The biochemical analytical methods are sound and well-developed. Each specimen provides different information about time and extent of use. However, the interpretation of test results from these various specimens remains with challenges. Formal regulatory criteria have been established or proposed for several of these specimens and case law addressing their admissibility and probative value has been developed for some. These drug testing tools, as an objective piece of information identifying drug use, have proven highly useful in addressing our ongoing challenge with substance abuse. However, each specimen and technology must demonstrate its ability to fulfill the necessary due process requirements for admissibility and evidentiary weight if it is to be used in criminal justice decision-making.

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Leo Kadehjian is a Biochemical Consultant in Palo Alto, California.

Predictive of delinquency

Responsive to change



The first step in helping a conduct-disordered youth is to understand his or her specific needs. Troubled youths are frequently labeled delinquent, conduct-disordered, or asocial. To meet the specific needs of different types of troubled youth, it is crucial to be able to identify the different subgroups.

Predictive of delinquency and responsive to change, the Jesness Inventory-Revised (JI-R) was designed to help you better understand the nature and extent of the individual differences found within troubled individuals. The quicker these differences are identified, the quicker proper treatment can be implemented for youths and adults.

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A063

APPA Professional Development Training

Each highly interactive and skill-based training topic will be open for registration nationally; but may be limited to 30 participants – REGISTER EARLY!!

NEEDED

Agency or Affiliate to Host an APPA Selected Training

- Each sponsoring group agreeing to provide the appropriate training space and assist with registration will receive one free registration.
- Each group attending the training and registering ten or more participants will receive one free registration.

Current Trainings Open for Registration

Officer Safety

Safety in Search and Seizure

October 25-26, 2005 – White Plains, NY

Safety Strategies for Mental Health and Social Workers

October 14-15, 2005 – Kansas City, MO

March 28-29, 2006 – St. Louis, MO

Issues in Supervising Mental Health Offenders

October 1-2, 2005 – Topeka, KS

Real World Motivational Interviewing

October 19-20 – Kansas City, MO

January 18-19, 2006 – St. Louis, MO

Evidence-Based Practices in Corrections: An Overview

November 9-10, 2005 – St. Louis, MO

February 15-16, 2006 – Kansas City, MO

REGISTER ONLINE OR FOR A COMPLETE LIST OF AVAILABLE TOPICS, PLEASE VISIT OUR WEBSITE AT:
WWW.APPA-NET.ORG - CLICK ON THE BUTTON "PROFESSIONAL DEVELOPMENT TRAINING OPPORTUNITIES"

For additional information regarding
APPA Professional Development Program, Selected Trainings contact:

Karen L. Dunlap
Training and Technical Assistance Coordinator
American Probation and Parole Association
PO Box 11910, Lexington, KY 40511
Phone: (859) 244-8211
Email: kdunlap@csg.org

CALENDAR OF EVENTS

2005 - 2006

- September 13-16 Wyoming Criminal Justice Association and Western Correctional Association 2005 Annual Conference. Little America Hotel, Cheyenne Wyoming. For more information contact Terri Hays at 307-856-9578 or email: thays@wdoc.state.wy.us
- September 16-21 10th International Conference on Family Violence. Town and Country Hotel and Convention Center, San Diego, CA. Visit www.fvsai.org or email fvconf@alliant.edu for more information.
- September 20-21 Real World Motivational Interviewing, APPA Selected Trainings, White Plains, NY. Contact Karen Dunlap at (859) 244-8211, kdunlap@csg.org for more information.**
- September 18-23 2005 NIJ Technology Institute for Corrections, Washington, DC. Applications may be obtained by visiting www.justnet.org/training/techinst.html or by contacting Jack Harne at 800-248-2742, or by e-mail at jharne@nlectc.org.
- September 22-24 International Conference on Children and Youth with Behavioral Disorders Dallas, Texas <http://www.unt.edu/behavioraldisorders/ccbd/>
- September 24-28 20th Annual Great Lakes Conference on Addictions and Mental Health. Indianapolis, IN, Adams Mark Hotel. Call 317-283-8315 or email info@greatlakesconference.org
- October 2-5 The New England Council on Crime and Delinquency - 66th Annual Training Institute: "Community Re-Entry; A Supportive Approach." Killington Grand Summit Hotel and Conference Center, Killington, Vermont. For more information go to: neccd.org or Heather Simons, President: hsimons@doc.state.vt.us or Paula Keating, Executive Director: popppy16@yahoo.com
- October 8-11 7th National Conference on Preventing Crime: Power of Prevention. Hilton Washington, Washington DC. Visit Silver Successes Golden Opportunities at www.ncpc.org/ncpc/ncpc/?pg=5882-7518-4856
- October 9-12 National Association of Pretrial Services Agencies 33rd Annual Conference and Training Institute. Omni Houston Hotel, Houston, TX. To request a conference packet and registration material email: mwalczak@justice-2000.org or go to www.napsa.org
- October 16-19 11th Joint Conference on Juvenile Services. Richmond, VA. Visit www.NPJS.org for more information.
- October 15-19 11th National Workshop on Adult & Juvenile Female Offenders: "Clearing the Path for Girls and Women - A Call for Action". Marriott Airport Hotel Bloomington, Minnesota. For more information and Call for Workshop Presentations see our web site: www.ajfo.org
- October 19-20 Real World Motivational Interviewing, APPA Selected Trainings. Kansas City, MO. Contact Karen Dunlap at (859) 244-8211, kdunlap@csg.org for more information.
- October 25-26 Officer Safety: Safety in Search and Seizure, APPA Selected Trainings. White Plains, NY. Contact Karen Dunlap at (859) 244-8211, kdunlap@csg.org for more information.
- October 30-November 4 International Corrections and Prisons Association 7th AGM and Conference: "Effective Interventions." Edinburgh, Scotland. For more info and register online at www.icpa.ca
- November 2-5 24th Annual Association for the Treatment of Sexual Abusers Research and Treatment Conference, Sheraton New Orleans, New Orleans, LA. Visit www.atsa.com for more information.
- November 20-22 Probation Association of New Jersey 63rd Annual Training Institute. Trump Plaza, Atlantic City, NJ. Contact Susan Ormsby-Cuozzo 973-659-3521 or susan.ormsby-cuozzo@judiciary.state.nj.us
- December 14-15 Safety Strategies for Mental Health and Social Workers, APPA Selected Trainings. Kansas City, MO. Contact Karen Dunlap at (859) 244-8211, kdunlap@csg.org for more information.**
- ## 2006
- January 8-11 American Probation and Parole Association Winter Training Institute. Hilton Austin Hotel, Austin, Texas. For more information visit the APPA website at www.appa-net.org or contact Kris Chappell at (859) 244-8204 or kchappell@csg.org.**
- January 18-29 Real World Motivational Interviewing, APPA Selected Trainings. St. Louis, MO. Contact Karen Dunlap at (859) 244-8211, kdunlap@csg.org for more information.
- January 28 - February 1 American Correctional Association 2006 Winter Conference. Nashville, Tennessee. For more information visit www.aca.org.
- February 15-16 Evidence Based practices, APPA Selected Trainings. Kansas City, MO. Contact Karen Dunlap at (859) 244-8211, kdunlap@csg.org for more information.

To place your activities in Calendar of Events, please submit information to: Darlene Webb
American Probation and Parole Association
P.O. Box 11910, Lexington, KY 40578
fax (859) 244-8001, email dwebb@csg.org



American Probation
and Parole Association

2006 Winter Training Institute

Where It All Happens

All APPA workshops, intensive sessions, general sessions, resource expo and receptions will take place in the Austin Hilton at 500 East 4th Street, Austin, TX 78201.

How You Will Benefit!

- Learn fresh, new ideas from well-known, national experts.
- Experience innovative programming from all across the nation.
- Participate in stimulating discussions with your peers.
- Enhance your current abilities and qualifications.
- Discover what works from professionals in the field.
- Network with your peers and learn from their diverse experience.
- View and compare the newest correctional products and technologies.
- Increase your current program's effectiveness.
- Take part in exciting and fun social events.

Who Should Attend?

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

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

ACTIVITIES AT A GLANCE

Saturday, January 7

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

Institute Registration

Sunday, January 8

8:00 a.m. - 8:00 p.m.

Institute Registration

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

Special Training –
Center for Sex Offender
Management

1:00 p.m. - 5:00 p.m.

APPA Board of Directors Meeting

4:00 p.m. - 6:00 p.m.

Resource Expo Viewing

6:00 p.m. - 7:30 p.m.

Opening Session

7:30 p.m. - 9:00 p.m.

Opening Reception in
the Resource Expo

Monday, January 9

7:30 a.m. - 5:00 p.m.

Institute Registration

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

Plenary Session

10:00 a.m. - 11:00 a.m.

Resource Expo Viewing

11:00 a.m. - 12:30 p.m.

Workshops

12:30 p.m. - 1:45 p.m.

Lunch in the Resource Expo

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

Workshops

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

Workshops

4:00 p.m. - 6:00 p.m.

Resource Expo Viewing

5:00 p.m. - 6:00 p.m.

Reception in Resource Expo

Tuesday, January 10

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

Workshops

9:00 a.m. - 11:00 a.m.

Resource Expo Viewing

11:00 a.m. - 12:30 p.m.

Workshops

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

Workshops

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

Workshops

Wednesday, January 11

8:30 a.m. - 9:30 a.m.

APPA Membership Meeting

9:45 a.m. - 11:15 a.m.

Closing Session

Agenda is subject to change

January 8-11, 2006



Austin, Texas

Co-Sponsored by the Texas Corrections Association and the Texas Probation Association



WORKSHOPS AT A GLANCE

Monday, January 9

11:00 a.m. – 12:30 p.m.

Resuscitating Community Supervision: Can Probation and Parole be Revived?

Potholes, Speed Bumps and Off-Ramps: On the Road to Evidence-Based Practices

Making the Victim Part of the System

The Good, The Bad and the Ugly – the Results of Leadership

Meeting the Mental Health Needs of Juvenile Offenders

Building Bridges Before the Flood: Effective Community Partnership that Address the Barriers of Race, Culture and Faith

1:45 p.m. – 3:15 p.m.

Tarrant County Domestic Violence Diversion Program

Project Safe Neighborhoods: Why Community Corrections Needs to be Involved

Managing Business in a Bureaucracy

Juvenile Sex Offenders – The Texas Experience

Victim Impact Panels: A Tool for Helping Offenders and Healing Victims

Assessment and Prevention of Staff/Offender Sexual Misconduct

3:30 p.m. – 5:00 p.m.

CSI: Maricopa County -- Criminal Subject Information for Accurate Criminal Histories

Enhance Law Enforcement Partnerships through Technology

Driving While Impaired Offenders -- The Good News and the Bad News

Neighborhood Conference Committee: A Team Effort Management and Containment of Sex Offenders

Tuesday, January 10

8:30 – 10:00 a.m.

Now What?! Staying Motivated in the Midst of Today's Criminal Justice Climate

Collection Research at the Bureau of Statistics: Recent Findings and Data Collection Initiatives

Identifying and Supervising Women on Probation Who are Victims of Domestic Violence

Kids 'N K9's – Second Chances

Hot Topics in Employment Law *OR* What's Paying My Mortgage?

Interagency Approach to Sex Offender Accountability

11:00 a.m. – 12:30 p.m.

Reintegrating Ex-Offender Fathers in the Lives of their Children

Risk Assessment in Corrections – Focusing the Lens of Prediction

Employee-Involved Domestic Violence

Is "What Works" Working in your Jurisdiction?

Focus Group for Women in Probation and Parole

JOLT Into Action

1:45 p.m. – 3:15 p.m.

Doing Evidence Based Policy and Practices Ain't for Sissies

Collaborating with Families: A Role for Staff Supervisors in Making it Happen

Understanding Cultural Diversity and Making it Work for You

New and Exciting Initiatives at the Forefront of Community Corrections

Strength Based Training for Juvenile Probation Officers

Successful Intervention with the Economic Crime Offender: The Need for Specialized Supervision and Treatment

3:30 p.m. – 5:00 p.m.

Absconders: A Growing Problem with a Solution

"Collections" is NOT a Four-Letter Word!

Program Evaluation, Statistics and Institutional Objectives in the Era of Evidence-Based Practices

Sex Offenders and Their Victims: A Multi-State Perspective

Balancing Parental Rights and Responsibilities in the Juvenile Justice System



VISIT
www.appa-net.org
for workshop descriptions
and other institute
information!

Registration Information

Three Ways to Register!



By Mail – Registration for the APPA Institute can easily be done by mail. Just send your check, government purchase order or credit card information with your completed APPA registration form to the address shown on the form. All registrations postmarked by December 12, 2005 will be confirmed by mail.



By Fax – When payment is by credit card, you may fill out the APPA registration form and fax it to: (859) 244-8001, Attention — APPA Institute. All registrations faxed by December 12, 2005 will be confirmed by mail.



Online – Register for the APPA Institute on-line at www.appa-net.org with your credit card information. All registrations received by December 12 will be confirmed by mail.

Agency Members – How to Register for Your Membership Discount

If your agency is a current APPA agency member, you can attend the Institute at the member rate. Your agency's membership must be valid through January 2006. Registration forms must be completed for each individual, mailed to APPA as a group with your agency's name clearly marked on the registration forms. Agency memberships will be verified. You are required to pay the regular registration fee if your agency is not a current APPA agency member. For additional information, contact Kris Chappell at (859) 244-8204.

Payment

Payment in full for all Institute activities must accompany your registration form. Check, money order, VISA, Master Card or American Express are accepted as payment for the Institute's registration fees. Checks must be made out to the American Probation and Parole Association and payable in U.S. dollars. Payments received in Canadian dollars will be invoiced for the conversion difference plus a \$10 service fee. Registrations postmarked on December 12, 2005 or later are not eligible for the early registration fee and must include the regular registration fee. Agencies required to use a purchase order should submit the registration form with the purchase order in lieu of a check. Invoicing will be processed immediately upon receipt of the purchase order and, in all cases, payment will be due immediately.

Cancellation/Refund Policy

A full refund, less a \$50 processing fee, is available until December 12, 2005. No refunds are available after December 12, 2005. In order to receive a refund, written requests must be sent to the APPA Institute, c/o The Council of State Governments, P.O. Box 11910, Lexington, KY 40578-1910 or faxed to (859) 244-8001. All requests for refunds must be postmarked or faxed by December 12, 2005. Registrations are not transferable.

Institute Dress

All activities of the Institute are casual dress. A sweater or light jacket is recommended since meeting room temperatures tend to vary.

Lodging Information

Lodging Reservations

All Institute activities will be held in the recently-opened Hilton Austin located in downtown Austin. The Austin Hilton is one block from Sixth Street entertainment and within walking distance from the Warehouse Entertainment district which boasts the highest concentration of music venues in the city. This new hotel features Finn & Porter Restaurant and Sushi Bar, Liberty Tavern Restaurant and Java Coast Fine Coffees.

APPA has secured a reduced rate of \$85 for single or double occupancy for Institute attendees. To make lodging reservations, call the Hilton Austin directly at (512) 482-8000 or 800-HILTON or online at www.appa-net.org/lodging.html. Please state that you are attending the APPA Institute to receive the group rate. The deadline for receiving these special rates is December 12, 2005.



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Registration Form

APPA Winter Training Institute • January 8-11, 2006

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

Last Name: _____ First Name: _____

Title: _____ Agency/Organization: _____

Business Telephone: _____ Business Fax: _____

Address: _____
(location where confirmation should be sent)

City: _____ State: _____ Zip: _____

Email Address: _____

Registration Fees

Includes general sessions, exhibit receptions and workshops. (All fees are per person.)	Early Rate Before Dec. 12	On or After Dec. 12	Amount
Member of APPA or Cosponsoring Organization To qualify for this rate you must be a member of APPA or co-sponsoring association. Please indicate your membership category and your membership number. <input type="checkbox"/> Individual member <input type="checkbox"/> Agency member Membership # _____ Expiration Date _____ <input type="checkbox"/> Texas Corrections Association <input type="checkbox"/> Texas Probation Association	\$315	\$360	\$ _____
Non-member If you are not a member of APPA or co-sponsoring association. You are required to pay the regular registration fee. Memberships will be verified.	\$375	\$420	\$ _____
APPA Accredited Contact Hours	\$10	\$10	\$ _____
Family Registration This rate is available to immediate family members not employed in the corrections field. Allows entry into general sessions, exhibit receptions and workshops. Specify Family member's name _____	\$50	\$50	\$ _____
APPA Membership One year of individual membership. <input type="checkbox"/> New Member <input type="checkbox"/> Renewal	\$50	\$50	\$ _____ 61-16-00-1000-4020
Grand Total Enclosed			\$ _____ 61-16-00-2069-4401
Is this your first attendance at the APPA Institute? <input type="checkbox"/> Yes <input type="checkbox"/> No			
Please indicate the number of years worked in Community Corrections <input type="checkbox"/> 9 or less <input type="checkbox"/> 10-24 <input type="checkbox"/> 25+ years			

Payment

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

Charge to: ☐ VISA ☐ MasterCard ☐ American Express

Card Number: _____ Expiration Date: _____

Signature: _____ Date: _____

Special Assistance

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

Confirmation/Refund Policy

A full refund, less a \$50 processing fee, is available until December 12, 2005. **No refunds are available after December 12, 2005.** In order to receive a refund, written requests must be sent to the APPA Institute, c/o The Council of State Governments, P.O. Box 11910, Lexington, KY 40578-1910 or faxed to (859) 244-8001. All requests for refunds must be postmarked or faxed by December 12.

Mail this form to:

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(859) 244-8001

or register online at www.appa-net.

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

Job Jurisdiction

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

Primary Work Area

- ☐ Juvenile Probation & Parole
- ☐ Adult Probation & Parole
- ☐ Adult Probation
- ☐ Adult Parole
- ☐ Juvenile Probation
- ☐ Juvenile Parole/Aftercare
- ☐ Residential
- ☐ Non - Residential
- ☐ Treatment Provider
- ☐ Academia
- ☐ Other _____

Length of Experience in Corrections

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

Highest Level of Education

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

Geographical Area

- ☐ Urban (pop. over 50,000)
- ☐ Rural (pop. under 50,000)

Gender

- ☐ Male ☐ Female

Professional Category

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

Race/Ethnicity

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

Mark all Expenses that are Reimbursed

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

Mark Past Attendance at APPA Annual Institute

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

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