

# PERSPECTIVES

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w w w . a p p a - n e t . o r g

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a vision of an  
evidence-based  
organization

A Force for Positive  
CHANGE.

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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 format on an IBM-compatible computer disk and mailed to Karen Mucci, Production Coordinator, *PERSPECTIVES* Magazine, P.O. Box 11910, Lexington, KY, 40578-1910, or can be emailed to [kmucci@csg.org](mailto:kmucci@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. Authors should provide a one paragraph biography, along with contact information. 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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## A Developmental Approach to Juvenile Justice

The tenets of the juvenile justice system, supported by law, judicial ruling and scientific research, hold that children are not the same as adults and therefore, need to be treated differently when they come in contact with the justice system. Young people, by their very nature, are in a process of growth and development. Youth are impressionable. If there is an optimal point to address anti-social behavior and promote personal and social development, it is most certainly with youth. The values and laws of our society also clearly maintain that children, including young offenders, are entitled to assistance and protection. The juvenile justice system was created and has been maintained in order to provide delinquents with treatment and a less punitive response than the adult criminal justice system.

Recently, research on brain development and U.S. Supreme Court decisions have supported the principle that juveniles are different than adults and should be treated differently. We have seen significant and varied changes in juvenile justice, including the passage of juvenile transfer laws that sent more juveniles to the adult criminal court, a reduction in juvenile arrests, the closure of juvenile prisons and advances in evidence-based practices. All of these changes prompt important questions and involve issues of importance to community corrections and the people we serve.

### Adolescents are Different than Adults

Current brain development research presents visible, scientific evidence to enhance our understanding of adolescence. We now know that the brain begins the final stage of maturation during adolescence and continues to develop rapidly until the approximate age of 25. The prefrontal cortex, responsible for reasoning, advanced thought and impulse control is the final area of the brain to mature. The brain's neurotransmitters, such as Dopamine, which influences memory, concentration, problem-solving and other mental functions, are not yet at the most effective level in adolescence. This is believed to be a factor in adolescents seeking activities of higher risk and higher stimulation.

In 2005, the U.S. Supreme Court ruled that juveniles are not eligible for the death penalty because of their limited culpability. In May 2010, the U.S. Supreme Court again shielded juveniles, ruling that juveniles could not be sentenced to life without parole for any crime short of homicide.

There are still too many laws that do not recognize the differences between adolescents and adults. The Adam Walsh Act, for example, requires youth age 14 and older adjudicated for certain sex-based offenses in juvenile court to register for 25 years to life with a national sex offender registry. The mandate does not recognize that youth are different and are more amenable to treatment. Registrants are confronted with numerous restrictions that can create irreparable damage to an adolescent's educational opportunities.

### Juveniles in the Adult Criminal Justice System

Tough-on-crime legislation was passed in nearly every state, primarily in the early 1990s, allowing for youth as young as 12 to be transferred to adult court and for many youth to be transferred automatically or at the discretion of prosecutors. The reasons given in support of transfer are typically to reduce crime, hold youth accountable and increase public safety. Have these results been achieved?



## *The values and laws of our society also clearly maintain that children, including young offenders, are entitled to assistance and protection.*

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First of all, it is remarkable that we don't know how many juveniles are tried as adults. In 2005, there were 6,900 juveniles judicially waived from juvenile court. However, over half of the 36 states that provide for some form of non-judicial transfer, report only partial, if any, information on the number of youth affected. The American Bar Association estimated that as many as 200,000 juveniles per year are tried as adults.

Juvenile transfer laws have not had a crime reduction effect:

- The bulk of the evidence suggests there has been little or no general deterrent affect in preventing serious juvenile crime.
- Transferred juveniles are more likely to offend. Youth tried in adult court generally have higher recidivism rates after release than youth tried in juvenile court.

Violent, chronic juveniles receive more punishment in adult court; other juveniles do not. Studies have found that:

- Only the most violent, chronic juvenile offenders get more severe and more certain punishment in adult court.
- The majority of youth transferred to adult court get less punishment and fewer rehabilitative services.

Transferred youth, even those transferred for chronic offenses rather than a single, serious offense did not have a very deep treatment referral or service history in the juvenile justice system prior to transfer.

Is the juvenile transfer process fair? There are numerous provisions for transfer that vary across states. Studies have raised issues regarding the fairness and appropriateness of juvenile transfers.

- Most determinations to prosecute juveniles as adults are by prosecutors or legislatures, not by judges after a hearing to determine the appropriateness of the potential transfer.
- Minority youth were disproportionately charged in adult court.
- Minority youth were more likely to receive a sentence of incarceration.
- Juveniles tried as adults felt that transfer laws were unfair, because of their age and immaturity, as well as because they saw themselves as being treated differently than other similarly situated juveniles. This perception of unfairness may be a factor in the increased recidivism associated with juvenile transfer.

The safety of juvenile offenders in adult institutions is a real concern. Juveniles in adult jails and prisons are at significantly higher risk for suicide and physical and sexual abuse.

Given the counter-deterrent effect of juvenile transfer, reduction in recidivism would be best achieved by minimizing the use of juvenile transfer and reserving its use for chronic, repeat offenders. A few states have moved to repeal their juvenile transfer laws. Part of our role as professionals is to integrate this knowledge into our policies and practices and to educate others who are involved in decisions regarding juvenile justice.

### **Reduction in juvenile arrests and the closure of juvenile prisons**

Juvenile arrest rates declined over the past 15 years. No one is sure why, but the experts are discussing a number of possibilities. Because of fewer resources, police may be focusing less on juvenile crime, especially low-level crimes and placing more emphasis on adult felony crimes. Some believe that more adolescents are avoiding drug trafficking. Another thought is that the small results of doing many things right with juveniles, such as group homes, halfway houses and after-school tutoring close to home, is having an impact.

If police are less focused on juvenile crime, are youth being held accountable early in their delinquency? We may need to consider outreach to law enforcement and referring agencies.

As a result of declining juvenile arrests and the most serious juvenile offenders being sent to the adult system, juvenile prisons have had empty beds. In multiple states, including Ohio, California, Texas and New York, juvenile prisons have closed. Closing expensive juvenile facilities has provided sizeable savings in states struggling with budget deficits.

For some time, correctional institutions for juveniles have been criticized for the placement of children far from their families, mistreatment of children and failure to provide education, training or counseling. Studies have indicated that a significant number of youths were sent to correctional

*president's message, continued on page 6*

facilities for minor, nonviolent infractions and that there is over-representation and disparate treatment of minority youth. Meanwhile, community-based treatment programs are producing positive outcomes with juvenile offenders. Many view the closure of these juvenile correctional institutions as smart decisions that conserve public funds and place the emphasis on effective community-based services, with only the most serious juvenile offenders being locked up.

### **Community-based alternatives**

There is strong and growing evidence that supports the use of community-based supervision, treatment and services with juvenile offenders, including youth with serious offenses.

Recent findings from a large, longitudinal study of serious juvenile offenders called the “Pathways to Desistance” study include:

- Community-based supervision is as effective as incarceration for serious offenders. Institutional placement provided no benefit in terms of reduced offending.
- There was no decrease in recidivism from longer institutional stays, for stays between three and 13 months.
- Substance abuse treatment can decrease recidivism.
- Aftercare services make a difference. Youth who received community supervision and were involved in community-based services in the six months post release were more likely to attend school, go to work, and avoid further offending.

Juvenile justice has been affected by a large shift in public policy, reduced population and institutional closures. At the same time, there have been advances in community-based supervision and services, as well as important research findings to guide decision making. Consistent with evidence-based practices, juvenile justice agencies will want to allocate their resources to include investment in validated assessment instruments. This will help ensure that limited services are not needlessly squandered on low-level offenders. Most juveniles won't come back into the juvenile justice system and how the first or second encounter with a youth is handled can make a huge difference in outcomes. We are also seeing a large number of adolescents with mental health issues. It's important that these be properly identified and that youth be connected with treatment resources. The role of probation and parole officers is shifting, both because of reduced funds for services and because of evidence-based practices. Officers are increasingly becoming change agents or case managers of change rather than monitors.

The results of recent research affirm the importance of juvenile probation and parole and this is a time of opportunity for our profession. Without doubt, community-based supervision and services provide the most effective alternatives to reduce crime and assist youth, while providing a prudent use of public funds.

Before I close this Message, I want to express my appreciation to Sarah Schmoll as Program Chair, the entire program committee and the APPA staff for putting on a wonderful Training Institute in Washington, D.C. The high caliber of the intensive sessions, workshops and speakers at our Institutes continue to identify APPA as a premier professional organization. Thank you to the local host committee for providing vital support and helping attendees feel welcome in Washington, D.C. This was a successful and memorable Institute. >>>





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Welcome to the Fall issue of *Perspectives*. This issue features a blend of the usual and unusual and features contributions that address many of the critical issues in the field.

Our lead article is a unique contribution from Meghan Guevera and Judy Sachwald, who have both been deeply involved in the implementation of evidence-based practices for some time. Their article will help you see the potential of EBP for organizational transformation.

Our other two articles showcase the developmental work on critical issues being done by APPA staff with federal support from the Bureau of Justice Assistance (BJA). Gangs and methamphetamine addiction are two very thorny and challenging issues that have frustrated probation and parole professionals for years.

In their article on gangs, Adam Matz and Matthew DeMichele present a systematic model that builds on the work in related fields and offers the field a framework to build more effective supervision models for gang offenders.

Nathan Lowe, Diane Kincaid and Michelle Metts address the challenges of supervising offenders addicted to methamphetamines. This article features the efforts of APPA to both learn from innovative agencies and provide assistance and recommendations to improve practice. The critical need for effective substance abuse treatment in the community is once again highlighted. It is reassuring to note that both of these articles reinforce the need for interagency collaboration and coordination.

In her President's Message, Barbara Broderick addresses a critical area where research is showing the need to base our philosophies, programs and approaches on a sound understanding of the problems we are facing. This research is showing that juveniles are indeed different from adults in a number of key areas. This demonstrates how important it is to take account of development differences for juveniles as we fashion responses to juvenile crime. Kids are different from adults in many ways and our juvenile justice laws and programs must reflect those differences.

The dangers that our staff face in the field (and in the office) are always the focus of our Safety Updates. In this issue, Bob Thornton and Ron Scheidt present recommendations for surviving knife attacks. In the Technology Update, Joe Russo discusses one very effective use of technology to reduce caseloads by removing low risk offenders from supervision caseloads. Removing low risk offenders from active supervision is a critical principle for EBP and this approach enables agencies to hold these offenders accountable while conserving scarce resources.

In the Research Update, David Karp reviews a new book that provides a thorough review of the concept of restorative justice. This is a valuable resource for our field, where restorative justice has not been given the exposure, exploration and implementation it deserves.

With this issue we welcome four new members to the Editorial Committee. They are:

- **Susan Burke** is the assistant juvenile court administrator in Utah. Susan is the current secretary of APPA and a graduate of the first APPA Leadership Institute.
- **Susan Blackburn** is a juvenile court consultant with the Pennsylvania Juvenile Court Judges Commission. Susan spent the first part of her career in juvenile probation, climbing the career ladder from juvenile probation officer to agency director and she is an expert in balanced and restorative justice.
- **Geraldine Nagy** is director of the Travis County, Texas Community Supervision and Corrections Department. Winner of this year's Walter Dunbar Award from APPA, Geraldine has directed a highly successful and effective project to restructure her department based on evidence-based practices.
- **Judith Sachwald** is a consultant and former director of the Maryland Division of Parole and Probation, where she oversaw one of the first large scale implementations of evidence-based practices. Judy marks her joining of the Editorial Committee by co-authoring this issue's lead article.

These individuals bring a wealth of knowledge to the Committee, with experience in adult and juvenile, probation and parole, at the state and county levels and in the judicial and executive branches of government. We welcome them warmly and with great anticipation of their contributions to the future of *Perspectives*, your professional journal. ▶▶



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### William D. Burrell, Chair

Management Consultant  
37 Cliveden Court  
Lawrenceville, NJ 08648-1447  
Phone: (609) 895-0212  
william.burrell@comcast.net

### Arthur J. Lurigio, Ph.D.

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

### Edward E. Rhine, Ph.D.

Deputy Director  
Ohio Dept. of Rehabilitation and Correction  
1050 Freeway Drive N  
Columbus, OH 43229  
(614) 995-3599  
erhine3997@aol.com

### Faye S. Taxman, Ph.D.

Professor  
Justice Administration  
George Mason University  
Room 331, Bull Run Hall  
Manassas, VA 20110  
(703) 993-8555  
ftaxman@gmu.edu

### Susan V. Burke

Assistant Juvenile Court Administrator  
Administrative Office of the Utah Courts  
450 South State  
PO Box 140241  
Salt Lake City, Utah 84114-0241  
801-578-3811  
Fax 801-578-3843  
susanvb@email.utcourts.gov

### Susan Blackburn

Juvenile Court Consultant  
Pennsylvania Juvenile Court Judges Commission  
1871 Old Main Drive  
Shippensburg, PA 17257-2299  
717-277-1411  
Fax 717-477-1236  
sblackburn@state.pa.us

### Geraldine F. Nagy, Ph.D.

Director  
Travis County Community Supervision and  
Corrections Department  
411 W. 13th St., #400  
Austin, Texas 78701  
512-854-4608  
Fax 512-854-4606  
geraldine.nagy@co.travis.tx.us

### Judith Sachwald

Consultant  
16106 Audubon Lane  
Bowie, MD 20716  
240-245-4126  
judithsachwald@comcast.net

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### Communications should be addressed to:

American Probation and Parole Association  
 C/O The Council of State Governments  
 P.O. Box 11910, Lexington, KY 40578-1910  
 Fax: (859) 244-8001, E-mail: [appa@csg.org](mailto:appa@csg.org)  
 Website: [www.appa-net.org](http://www.appa-net.org)

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**Partnerships with stakeholders** lead to shared ownership of our vision.



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November 3-5, 2010, Petersburg, VA

For more information on upcoming trainings, contact Jeff Koenig at (800) 622-1644 (x.5236) or email at [jkoening@ncti.org](mailto:jkoening@ncti.org)

For additional information regarding APPA Specialized Trainings contact:

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Training and Technical Assistance Coordinator, American Probation and Parole Association  
PO Box 11910, Lexington, KY 40578, Phone: (859) 244-8205, Email: [kmucci@csg.org](mailto:kmucci@csg.org)



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S.V.P. of Sales  
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Email: [mike.dean@us.g4s.com](mailto:mike.dean@us.g4s.com)  
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Sean Hosman  
President  
533W 2600 South, Suite 140  
Bountiful, UT 84010  
Phone: (877) 277-3778  
Email: [shosman@assessments.com](mailto:shosman@assessments.com)  
Website: [www.assessments.com](http://www.assessments.com)



## **iSecuretrac Corporation**

Doug Zbylut  
Government Relations  
5078 S. 11th Street  
Omaha, NE 68137  
Phone: (402) 537-0022  
Fax: (402) 537-9847  
Email: [dzbylut@isecuretrac.com](mailto:dzbylut@isecuretrac.com)  
Website: [www.isecuretrac.com](http://www.isecuretrac.com)



## **BI Incorporated**

Monica Hook  
Marketing Communications Manager  
6400 Lookout Road, Suite 101  
Boulder, CO 80301  
Phone: (800) 241-2911  
Fax: (303) 218-1250  
Email: [monica.hook@bi.com](mailto:monica.hook@bi.com)  
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## **Loryx Systems**

Robert Schwab  
395 Oyster Point Blvd  
South San Francisco, CA 94080  
Phone: (650) 872-5000  
Fax: (650) 873-7194  
Email: [rob@loryxsystems.com](mailto:rob@loryxsystems.com)  
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## **Corrections Software Solutions, LP**

James Redus  
President  
316 North Lamar Street  
Austin, TX 78703  
Phone: (512) 347-1366  
Fax: (512) 347-1310  
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**Karen Mucci, APPA**

**c/o The Council of State Governments**

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Gary Bushkin  
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319 East McDowell Road, Suite 200  
Phoenix, AZ 85004-1534  
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Director of Marketing  
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843 S 100 W  
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Senior V.P. of Sales Marketing  
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## Three Steps to Controlling Edged-Weapon Attacks

You notice we use the term edged-weapon. The attacker may use a knife, box-cutter or broken bottle. In one of our recent Natural Response Control Tactics classes, during which we teach edged-weapon defense, a probation officer showed us scars on her forearm she received while working as a police officer, from an attack by an assailant armed with a beer bottle.

During an attack you may not even know the assailant has an edged weapon. Correctional officers that have been cut or stabbed have told us that initially they thought they had just been hit with a fist. This supports the position that your response to any strike or lunge, irrespective of the object in the assailant's hand, needs to be based on the same motor-skill response and be a reflex action capable of stopping the attack.

Based on this premise, the APPA accredited Natural Response Control Tactics program teaches officers to:

### ***Get off the line of attack.***

Depending on your position in relation to the attacker, the officer should move to the inside or outside of the attack. This allows the officer to avoid taking the strike "head-on" and allows the officer to use the momentum of the assailant to the officer's advantage. As you are moving-

### ***Attack the hand holding the weapon.***

At the recent APPA training conference in Washington, D.C. we offered a workshop titled "*Cutting Edge Training: Winning Edged Weapon Attacks*", during which participants had the opportunity to practice various edged-weapon control tactics. We found that many would merely hit at the hand or arm holding the weapon, allowing their training partner to keep lunging or swinging at them. While an officer may be able to block one or two strikes, if all the officer does is block and stay on the defensive, eventually the assailant is going to connect! Remember in this scenario where you have to be perfect every time; they only have to be lucky once.

If surprised by an attack, it is natural for us to throw up an arm to block. But if the attack continues, you must attack the hand holding the weapon and then,

### ***Deliver counter-measures.***

These counter-measures may be strikes or joint manipulations, but they must be dynamic and immediately stop the attack. We like to use the theory of "*One and done.*" You do not want to get into a long struggle with an armed assailant. If you are attacked by an assailant with an edged-weapon, chances are you are going to get cut. Don't confuse

getting cut with getting killed. You can and will prevail with the right training and mindset.

In deciding what type of tactical response to use, officers must consider their use-of-force policies. While we teach both intermediate and lethal force responses to armed attacks, the reality is that most armed attacks pose the potential of death or serious physical injury for the officer; the justification for use of a lethal force response by the officer. The lethal force response most easily delivered involves strikes to the assailant's throat or eyes.

Especially for female officers, research regarding attacks on probation and parole officers shows that the attack will generally result in going to the ground. Now what? Well, the response is the same:

### ***Get off the line of attack.***

You may not be able to move as much as if you are standing but you can still move your head and body while you-

### ***Attack the hand holding the weapon.***

Remember the scene in the movie *Saving Private Ryan* where the American soldier is on his back with the German soldier on top trying to stab him with a knife? The American soldier tries to "out-muscle" the German soldier who is on top and has the advantage of pressing down with all of his body weight. It didn't work! Nor will it probably work for you.

So, while we need to stabilize the hand with the weapon, we must immediately deliver counter-measures. Here again, strikes to the eyes or throat may reduce the strength of the assailant, allowing you the opportunity to roll the assailant off you and/or deliver additional counter-measures.

But maybe you have both hands holding onto the assailant's hand and you don't want to let go—you don't have to. If you have basic ground-fighting skills you know how to stabilize the leg of the assailant and roll them off, allowing you to hold onto their attacking hand with both your hands while you roll them over, placing yourself on top and in a position to deliver appropriate counter-measures.

You don't know how to do that? Learn! As stated before, we know that the majority of struggles will go to the ground

so it is incumbent for us and our agency, to make sure we have the skills to deal with the most common forms of attack. But remember, ultimately you are responsible for your safety. If the agency provides you training on how to deal with the attacks discussed, thank them! If they don't, seek out such training on your own. Agencies aren't attacked and killed in the line of duty—officers are. Take responsibility for your safety. ▶▶▶

## References

Schweer, Ronald G. and Thornton, Robert L., *Strategies for Officer Safety Program*, 2007

**Robert Thornton** is the Director of Community Corrections Institute in Springdale, WA and the Chair of the APPA Health and Safety Committee. **Ron Scheidt** is a Senior U.S. Probation Officer in the District of Nebraska and a member of the APPA Health & Safety Committee. For more information on scheduling National Response Control Tactics (NRCT) Training, contact Karen Mucci at (859) 244-8205 or email at [kmucci@csg.org](mailto:kmucci@csg.org).

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## The Case for Automated Reporting

The impact of the current recession on state budgets cannot be overstated. According to the Center on Budget and Policy Priorities, “even after making very deep spending cuts over the last two years, states continue to face budget gaps.” Forty-six states are currently facing budget shortfalls that add up to approximately \$112 billion for the fiscal year ending next June. This is unwelcome news to community corrections agencies, most of which are already stretched beyond their capacity. Agencies across the country are facing severe cuts. Many agencies are losing staff through attrition, early retirement incentive programs and outright layoffs. Hiring freezes prevent the replacement of staff as they move on, resulting in higher and higher caseloads. Mandatory furloughs impose further strain on those officers who remain.

In this climate it is more important than ever that the mission of public safety not be compromised. So what can agencies do? How can technology help?

While the economic situation is ponderous, the issues facing community corrections today are certainly not unprecedented. One need only go back to the mid-1990’s for an example of how an agency dealt with this type of situation head on. At that time, the New York City Department of Probation was facing a potential budget cut that would reduce its staffing by one third. With caseloads already high, the prospect of losing probation officers to budget cuts would only compound this problem and compromise public safety. Agency leadership considered the situation unacceptable and

rather than try to make do with what they were given, the agency embarked on a mission to restructure the way in which it used its limited resources to provide supervision services. The agency made the difficult policy decision that it cannot and should not dedicate the same level of service to each offender. Coming to grips with this reality, the agency determined that the majority of resources, primarily officer time and expertise, should be directed to those probationers who were most likely to be re-arrested for a violent crime. This group was deemed high-risk and targeted to receive the most intensive services. Risk assessment instruments were developed and deployed to identify this high-risk population and these cases were assigned to specially trained officers with relatively low caseloads. Cognitive-behavioral programming was emphasized for this population. In order to make this new model work, the agency needed an effective way to deal with the vast number of offenders who were now deemed low-risk. High caseloads of low-risk offenders were essential to balance the low caseloads

A black and white advertisement for the SASSI Institute. The background is dark with a bright, starburst-like light effect in the upper left corner. The word "Spark" is written in a large, serif font, with "a change in someone's life" in a smaller, sans-serif font below it. At the bottom, there is a call to action: "Look to the leading publisher in substance use measures." followed by "Early intervention saves lives." and "Call (800) 726-0526 or visit www.sassi.com". The SASSI Institute logo is in the bottom right corner, featuring the letters "SASSI" in a large, serif font with "the" in a script font above it, and "INSTITUTE" in a smaller, sans-serif font below it.

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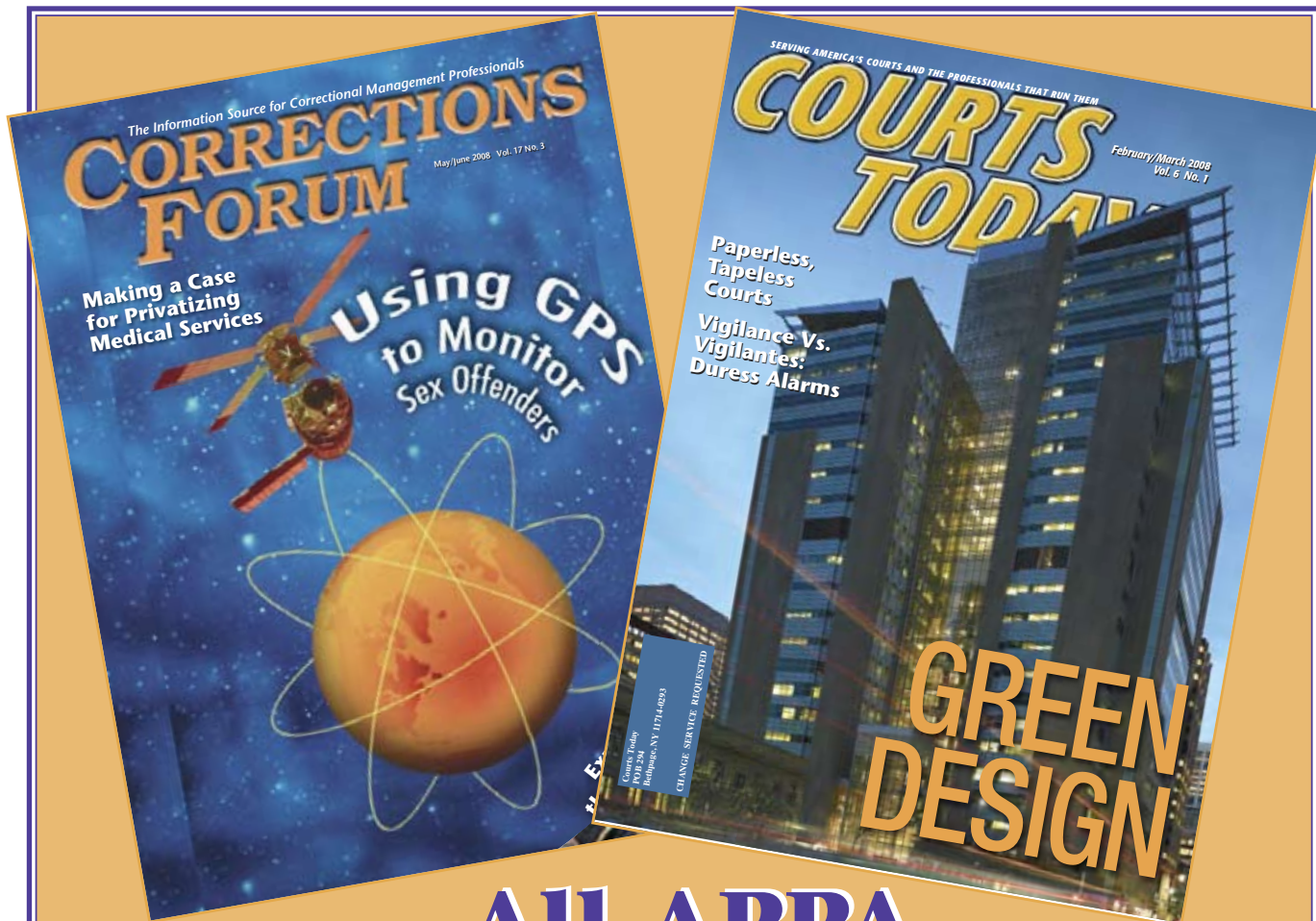
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*technology update, continued on page 18*





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of high-risk offenders. Here is where technology comes into the picture. After consideration of a number of technological tools it was determined that the low-risk probationers would report to automated kiosks rather than a probation officer, although the probationer would still officially be assigned to an officer. Once enrolled into the system, the probationer would check in with the kiosk as directed and update any key contact/employment/status data. The system would notify the probationer of any important messages such as the need to report for a drug test. Absent any specifically defined circumstance, such as a re-arrest, the probationer would exclusively interact with the kiosk, only working with the probation officer when absolutely necessary. In this way each officer could keep tabs on several hundred probationers.

The initial pilot was deemed successful and as a result the program was expanded considerably in 2003. At that time, the agency began developing and building their own kiosks, to include the hardware and software and rolled out to serve a rapidly growing segment of the overall population.

While the program attracted a great deal of attention over the years and appeared to be a promising approach, an independent assessment wasn't conducted until 2007 when the JFA Institute tackled the issue. JFA set out to examine whether the program was meeting its goals and whether the potential benefits of automated reporting outweigh the risks. In short, does the use of automated reporting kiosks allow the agency to reallocate its resources while providing a viable alternative to in-person reporting?

### Key Findings

- The study concluded that the agency *was* able to successfully use the kiosk system to reallocate resources to offenders it determined to be high-risk. After the expansion in 2003, almost 70 percent of probationers were on kiosk supervision. The study found that in the time before expansion, high-risk caseloads were as high as 122 and post-expansion they were as low as 50. Low risk or "kiosk" caseloads were as low as 215 before program expansion but rose to 492 afterwards.

*technology update, continued on page 20*

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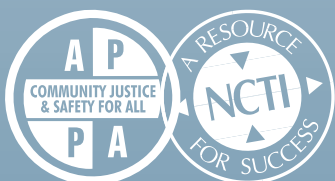
NCTI's Preventing Staff Sexual Misconduct Against Offenders workshop addresses the staff training recommendations as stated in the Prison Rape Elimination Act standards, and provides agencies with prevention and identification strategies to reduce incidences of staff sexual misconduct. The workshop content addresses issues of significant legal and safety concern for staff working at all levels. Through the use of an established curriculum, administrators will be able to document training content delivered to staff, respond positively to failure to train claims, and be prepared for any potential staff disciplinary actions. Best of all, NCTI will deliver the workshop right at your agency.

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- The study concluded that kiosk reporting provided a viable alternative to in-person reporting. Since the expansion of the kiosk program, re-arrest rates for high-risk probationers and low-risk probationers both declined. This suggests that focusing on high-risk cases had the intended result and that automated reporting for low-risk cases posed no additional risk to the community but rather had a positive effect.
- Finally, the automated reporting program proved to be a more efficient data collection and supervision tool than prior strategies, which included paper reporting forms that offenders would complete and drop off at Department offices.

Those interested in reading the full report can download it at: [http://www.nyc.gov/html/prob/downloads/pdf/kiosk\\_report\\_2007.pdf](http://www.nyc.gov/html/prob/downloads/pdf/kiosk_report_2007.pdf)

While New York City's use of automated reporting kiosks was primarily financially driven, it is important to acknowledge it was part of an overall strategy aligned closely with the principles of effective intervention. In fact, during the planning process, agency leadership was in consultation with several of the researchers who were leading the "What Works" charge.

The research emphasized the importance of risk/needs assessment; indicated that treatment and supervision should be directed to high-risk cases and warned that over-supervising low-risk cases is counter-productive. The technology, kiosks in this case, provided the support mechanism to help monitor the lowest risk offenders in the most cost-effective, least intrusive manner so that resources could be directed to providing intensive programming to the highest risk offenders.

Other agencies across the country have successfully implemented similar strategies using kiosks as well as other automated technologies such as telephone reporting systems. Both approaches can provide a cost-effective method of managing large numbers of offenders and both offer a great deal of functionality. Whereas kiosks are location specific and currently require the offender to report to it, telephone reporting systems provide the added flexibility of not being tied to a specific time or location which enhances communications. These systems can positively identify the offender through voice biometrics; allow the offender to check in and update key case information; provide the offender with automated reminders of court dates and other responsibilities; facilitate the collection of supervision fees and fines; notify offenders of drug tests; and provide a method of curfew checks.



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These systems generally require no hardware or software and a program can be implemented very quickly. In addition, they allow officers to program contacts to the offender to deliver positive reinforcements whenever appropriate, another principle of effective intervention.

While there has not been an independent assessment of a telephone reporting system implementation the positive results in New York City would seem to be technology independent. That is, all other things being equal, one would expect similar results whether a kiosk, telephone-based system or some other technology was used, although more research in this area is certainly needed. The starting points for successful implementation, as outlined in the JFA Institute report, are valid and reliable risk assessments and strong protocols for assigning offenders to the appropriate risk levels. Everything else flows from there.

In these trying times agencies need to carefully consider how to maximize their scarce resources without sacrificing

public safety. Implemented properly, automated reporting systems can be an essential tool that allows agencies to re-allocate their resources in a manner that is both cost effective and in alignment with evidence based practices.

Seems like a win-win to me. ☺☺☺

For further information on the APPA Technology Committee please feel free to contact Joe Russo at 800-416-8086 or [jrusso@du.edu](mailto:jrusso@du.edu).

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

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## Recent Research on Restorative Justice

**Book review of Restorative Justice Dialogues:  
An Essential Guide for Research and Practice  
Mark S. Umbreit and Marilyn Peterson Armour  
Springer 2010**

Two social work professors have published a new book on restorative justice, providing a thoughtful overview of the development of the field. Although it has one chapter specifically written for a social work audience, most of the book covers restorative justice essentials: the growth of restorative justice both nationally and internationally in programs and policy; the nature and effectiveness of various restorative justice practices in criminal justice, school and other settings; and the challenges of implementing successful programs in diverse cultural contexts. Umbreit and Armour provide a much-needed essential exploration of the state-of-the-field, capturing its tremendous growth and variety and distilling the core of what researchers, practitioners and policy-makers need to know.

The book begins with an exploration of restorative justice from a historical and cross-cultural perspective, noting its resonance with early English law and with a variety of non-western cultural traditions from Navajo peace-making circles to Maori justice traditions to Middle Eastern practices from Afghani jirga to Palestinian sulha. Quoting restorative justice founder Howard Zehr, the authors define the philosophy as “a process to involve, to the extent possible, those who have a stake in a specific offense and to collectively identify and address harms, needs and obligations, in order to heal and put things as right as possible.”

*Case Example: “A youth got drunk, broke into a school along with his friends and accidentally set fire to the school causing enormous damage. At a meeting with some of the teachers and parents, a young girl showed the youth the scrapbook that she had kept in her classroom. About one-half was just burned to a crisp and the other half was charred. She said, ‘This is all I’ve got as a remembrance of my brother, because this scrapbook is photos of my family and a photo of my brother, and he died not so long ago, about a year ago, and that’s all I’ve got now.’ Then you saw the tears trickling down the face of the youth. This was*

*the start of a process in which the youth eventually took ‘ownership’ of the offense, apologized to all affected by it, and gave up his weekends to help build a new playground. He did not come to the attention of the police again.”*

The authors trace restorative justice programming to two Victim Offender Reconciliation Programs in Kitchener, Ontario (1974) and Elkhart, Indiana (1978). Both of these were initiated by Mennonites, and while a strong faith-based tradition continues in restorative justice, Umbreit and Armour note the institutionalization of restorative practices in secular non-profit programs and in government. For example, they point to the endorsement of restorative justice by the American Bar Association in 1994 and by the National Organization for Victim Assistance in 1995.

The reach of restorative justice from a few humble programs in the 1970’s until today has been almost breathtaking. They find programs in nearly every state in the U.S., with many states undertaking systemic change to include restorative justice including Arizona, California, Colorado, Illinois, Iowa, Minnesota, New York, Ohio, Oregon, Pennsylvania, Texas, Vermont and Wisconsin. The pace of adoption outside the U.S. is even more impressive. Restorative justice programs can be found in Australia, Canada, numerous European countries, Japan, China, New Zealand, South Africa, several South American countries, South Korea, Russia and Ukraine. The United Nations passed a resolution in 2002 encouraging restorative justice for all its member states. Both the Council of Europe and the European Union have endorsed restorative justice and many European nations have extensive restorative programs. The authors write, “Germany, for example, has an exceptionally broad and large commitment to VOM [victim offender mediation], with more than 468 programs and 20,000 cases referred annually. Other European countries that have developed local VOM programs or national initiatives include: Denmark, Finland, Sweden, Ireland, the Netherlands, Luxembourg, Switzerland, Albania, Slovenia, Romania, Poland, Bulgaria, Italy, Spain and Ukraine. England has gone far beyond a focus just on VOM, with a national policy recommendation to implement restorative justice policies and practices throughout the country.”

*research update, continued on page 24*



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Two chapters of the book focus on specific issues: the relevance of restorative justice for the field of social work (both authors are social work professors), and the role of spirituality in restorative justice. The former identifies many common values and principles of restorative justice and social work theories and practice. The latter chapter notes that restorative justice has been applied in secular contexts (e.g., public schools, criminal justice systems) by people and organizations without any particular spiritual or religious identification. But restorative justice has also had wide appeal in faith-based communities: the first programs in the U.S. were sponsored by Mennonites, one of the largest restorative justice websites is sponsored by Prison Fellowship International ([restorativejustice.org](http://restorativejustice.org)), and many restorative practices worldwide incorporate cultural and religious traditions, such as peace-making circle practices which draw on Native American traditions and family group conferences, which draw on traditional Maori tribal justice practices. The authors identify a set of values that bridge both secular and spiritual goals, such as transformation, human connection and forgiveness.

The heart of the book is its focused exploration of the four most commonly used restorative practices: victim offender mediation, family group conferencing, circles, and victim offender dialogue in crimes of severe violence. They look not only at similarities and differences between these practices, but also at what distinguishes all of them as models of restorative dialogue and just how different these are from traditional courtroom and correctional practices. For the authors, what is most important is that restorative practices focus on the harm caused by the offense, offenders take personal responsibility for their behavior and for repairing harm, that the process is both voluntary and inclusive of victims and offenders and that the dialogues are hosted by non-directive facilitators who guide the process, but leave all decisions to the parties. Each of these chapters describes the practice and focuses on practical considerations for building a restorative program.

*Case Example: "They sat in silence for a few minutes, as Hines sought the strength to speak, dabbing at unceasing tears. 'This is so hard for me,' she said to him at last. 'And I know it's hard for you... the hardest thing, though, was to bury Paul...' White, who had been waiting apprehensively and listening intently, hung his head as tears welled up in his eyes. Hines choked back her sobs. 'I appreciate your doing this,' she said, 'and please know that I will not be unkind to you in any way. That's not why I'm here...' White's head lowered more. 'You were the last person to see Paul alive, and it's really important that I know the last things he said, and the last things that happened in his life.' ...And so commenced a conversation that was to begin to restore two individuals whose lives had become inextricably entwined 13 years before. 'I don't blame you for how you feel about me,' he said. 'I didn't know I was going to cause so much pain.' The emotional session lasted eight hours, with a 40 minute break for lunch.' I went in there totally for me,' admits Hines, 'but it changed for me as he listened to me, and I listened to him. At one point, I remember saying, 'If you knew how much I loved him you wouldn't have shot him, I just know you wouldn't,' and he just folded... That sad, troubled boy let me see inside his soul. I began to feel such compassion.' In a year and a half since the meeting, White has changed. The inmate who averaged more than 10 serious infractions a year before the meeting has had just two minor ones since. No day passes without Hines thinking about her lost son...but her work with others, particularly victims and inmates in need, keeps her going."*

While research findings from each type of restorative practice are explored, the authors note that the most extensive examination has been done on victim offender mediation. They review findings from more than 85 studies including four meta-analyses (which statistically summarize the findings of several studies). Based on this research, the authors believe "that the restorative justice paradigm can make a substantial contribution to increased victim involvement and healing, offender responsibility for behavior change and learning from experience and community participation in shaping a just response to law violations and destructive behavior."

Once Umbreit and Armour have examined the four major restorative practices, they turn their attention to three more issues: the role of the facilitator in restorative dialogues, cultural issues in restorative practice and emerging practices. Each of these final chapters provides a cogent overview of the major issues. For example, the authors carefully distinguish the role of a restorative justice facilitator from the role of a "settlement-driven" mediator in a court-referred mediation process. The cultural chapter explores three topics: best practice when facilitating parties with different demographic characteristics (such as race, gender, or



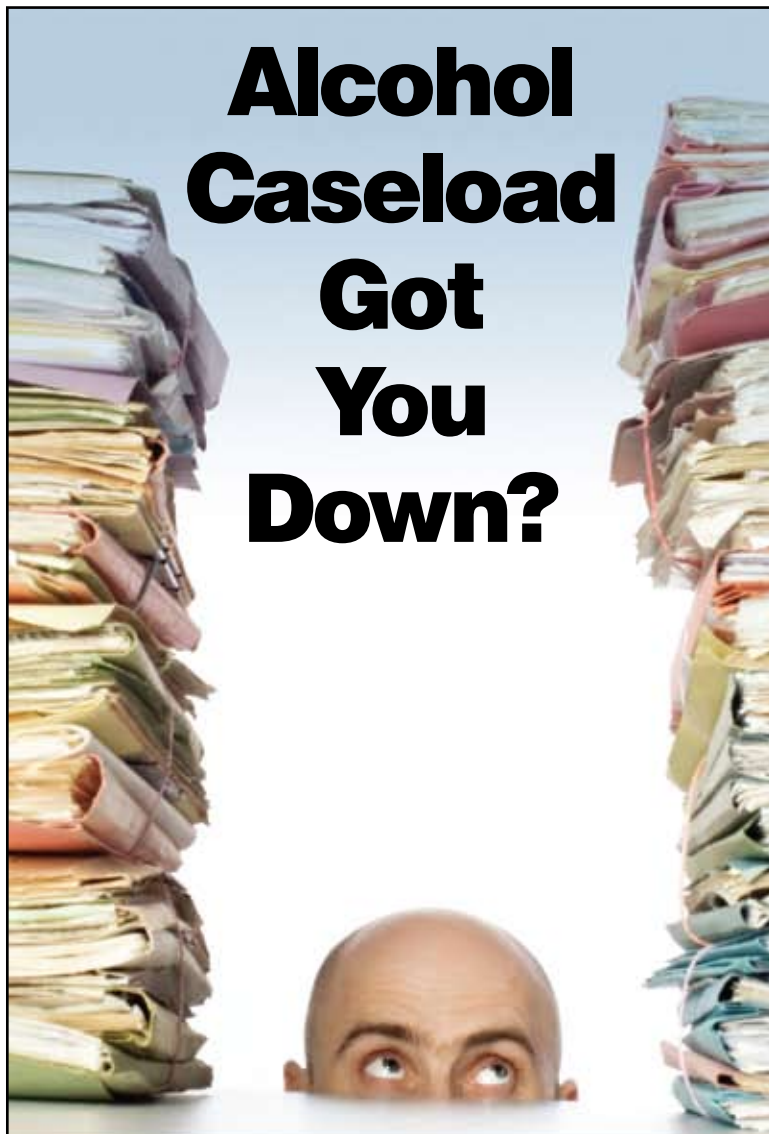
sexual orientation); specific challenges when facilitating incidents such as hate crimes; and the variation of restorative practice cross-culturally, particularly as it has incorporated non-western cultural practices and rituals. In the final chapter, the authors explore new areas of application, including the use of restorative practice for disciplinary cases on college campuses (I was personally gratified that they featured a program I helped develop on my own campus at Skidmore College), prison-based restorative justice programs, restorative practices for domestic violence cases and defense-initiated victim outreach, in which dialogue occurs between defense attorneys and victims in the search for mutually-beneficial sentencing outcomes.

This is an important new book that is highly readable, yet grounded in up-to-date research. I know of no other book that provides such a complete review of the various and emerging restorative practices and the phenomenal growth of this movement worldwide. >>>

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**David R. Karp** is Professor of Sociology and Associate Dean of Student Affairs at Skidmore College in Saratoga Springs, New York.

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## Resolution on Pretrial Supervision - June 7, 2010

**WHEREAS**, pretrial supervision services exist to evaluate the jail population to ensure those who should be in custody remain in custody and those who do not pose a significant risk to the community can be released, allowing for better utilization of our justice resources;

**WHEREAS**, a vast majority of pretrial supervision activities are carried out as subdivisions of state or local probation agencies, while depending on jurisdiction, others are standalone agencies;

**WHEREAS**, the bond industry serves as the de facto decision maker of who is released from jail and these decisions are based on monetary considerations whereby pretrial supervision agencies' decisions are based on likelihood of court appearance and community safety considerations.

**WHEREAS**, the majority of our jails are filled with those awaiting trial with a large percentage of these crimes being misdemeanors and low-level nonviolent felonies while the cost for housing these individuals is borne by taxpayers;

**WHEREAS**, pretrial supervision has been proven a safe and cost effective alternative to jail for many individuals awaiting trial;

**WHEREAS**, pretrial supervision divisions in the United States employ professionally trained officers who use tools to assess the risk of offenders prior to release from jail and make recommendations for release to the appropriate court or office;

**WHEREAS**, pretrial supervision officers conduct assessments to determine the need for treatment (i.e., substance abuse, mental health) and help offenders access these services more quickly thereby reducing costs associated with jail incarceration and potential future crimes;

**WHEREAS**, pretrial supervision officers compile reports on those they supervise noting compliance with conditions that can be useful to the court if individuals convicted are then released on probation;

**NOW THEREFORE BE IT RESOLVED**, that the Board of Directors of the American Probation and Parole Association supports the role of pretrial supervision services to enhance both short-term and long-term public safety, provide access to treatment services and reduce court caseloads, and submit that such a role cannot be fulfilled as successfully by the bail bond industry.

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## Proposed APPA Constitutional Change

At the August 15, 2010 Board of Directors (BOD) meeting, the BOD unanimously approved the addition of the word *individual* in the Article V, Section 9, Subsection a) of the APPA constitution. This item will be taken up for approval at the next membership meeting to be held in Orlando, Florida at the end of February 2011.

Article V

Board of Directors and Executive Committee

Section 9

To qualify for elected office in this Association, the candidate must be:

- a) an Active Individual Member in good standing, willing and able to fulfill the duties of the office for which nominated, and be willing and able to serve in the office for the length of time necessary to fulfill the duties of the office



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# Orlando, Florida

# call for presenters

appa 36th annual training institute

## CHICAGO july 24-27, 2011

The American Probation and Parole Association is pleased to issue a Call for Presenters for the 36th Annual Training Institute held in Chicago, Illinois, July 24-27, 2011. 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:

- Substance Abuse Issues
- Gender Issues
- Local Issues
- Line Officer Health & Safety
- International Issues
- Prevention/Restorative Justice
- Juvenile Justice
- Victims
- Evidence - Based Practices and Research
- Mental Health in Corrections
- Workforce Development
- Diversity
- Judicial
- Technology
- Federal and APPA Initiatives
- Leadership and Management
- Offender Programs and Supervision
- Workforce 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:

- **Length of Workshop:** 90 minutes (workshops held on Monday, July 25 and Tuesday, July 26)
- **Intensive Sessions:** 4 to 8 hour sessions (Intensive Sessions to be held on Sunday, July 24)
- **Workshop Title:** A snappy title that catches the attention of participants and identifies the primary focus of the workshop.
- **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).
- **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.
- **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.
- **Resume or Vitae:** Include brief resume or vitae of each faculty member.
- **Primary Contact:** Submit name and complete contact information for person submitting workshop proposal.

**Presentation summaries may be emailed by Friday, November 19, 2010 to Sherry Parkes at [sherrypp@email.utcourts.gov](mailto:sherrypp@email.utcourts.gov). Questions regarding submissions should be directed to the National Program Chair:**

Sherry Parkes  
Chief Probation Officer, Third District Juvenile Court  
West Valley Offices  
3636 South Constitution Blvd.  
West Valley City, UT 84119  
Phone: (801) 957-7846 Fax: (801) 957-7897  
email: [sherrypp@email.utcourts.gov](mailto:sherrypp@email.utcourts.gov)

Workshop proposals should be received no later than Friday, November 19, 2010 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.



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Articles should be written in Microsoft Word™ format and mailed to Karen Mucci, Production Coordinator, *Perspectives* Magazine, P.O. Box 11910, Lexington, KY 40578 or can be emailed to [kmucci@csg.org](mailto:kmucci@csg.org) in accordance with the following deadlines:

***Spring 2011 Issue: November 11, 2010***

***Summer 2011 Issue: February 18, 2011***

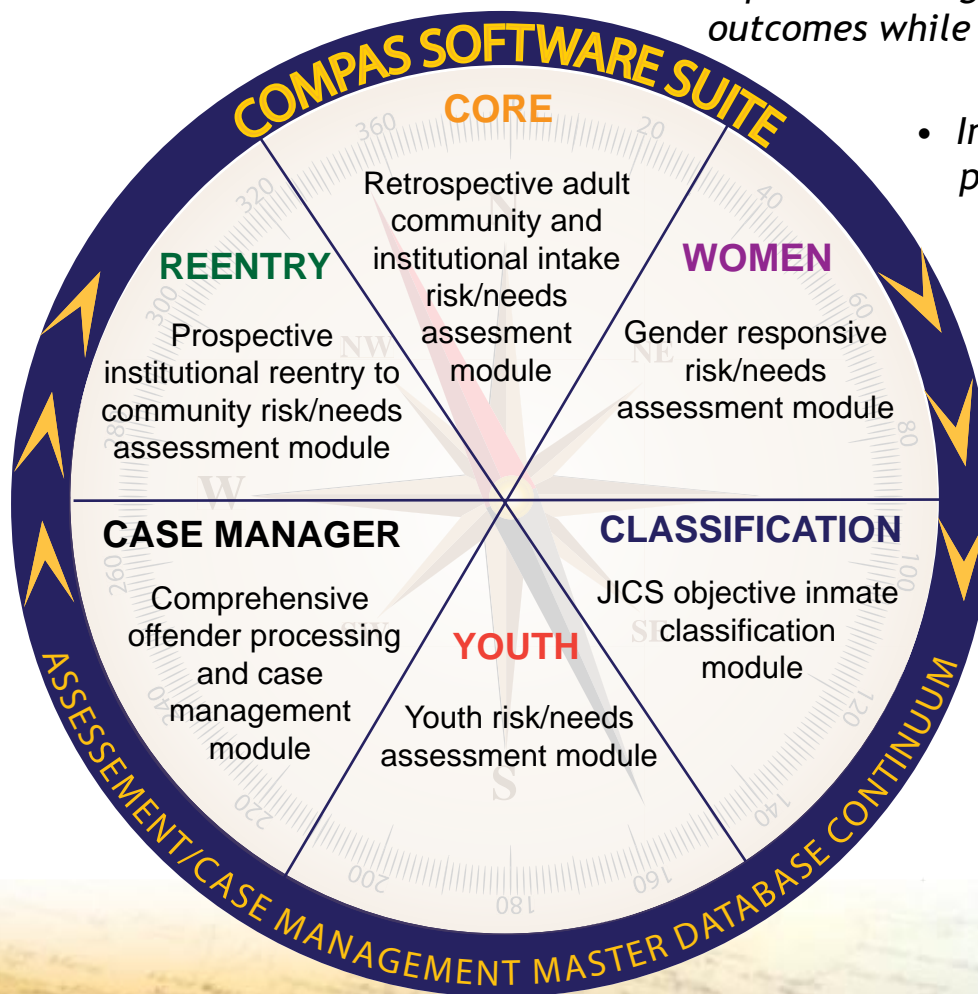
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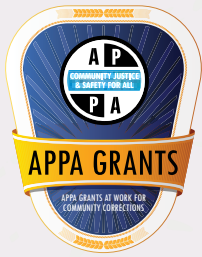
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This project was supported by Grant No. 2008-DD-BX-K337 and 2009-GP-BX-K045 awarded by the Bureau of Justice Assistance. The Bureau of Justice Assistance is a division of the Office of Justice Programs of the U.S. Department of Justice. The points of view expressed within this article are those of the authors and do not necessarily represent the official position of the U.S. Department of Justice. The authors want to thank the Bureau of Justice Assistance for their support as well as Carl Wicklund, Tracy Mullins, and Nathan Lowe of the American Probation and Parole Association for their valuable input.

# APPA's C.A.R.E. Model

by Matthew DeMichele, Ph.D and Adam Matz, M.S.

Homicide is a serious social and public health problem in the United States. There are few crimes that elicit more panic and fear among the public than the threat of homicide. Although homicide rates have decreased since peaking in the late 1980s, in 2008, there were more than 14,000 homicides, with more than two-thirds of them involving firearms. How can the justice system reduce homicides? Do effective strategies exist to stem homicides? What are the characteristics of homicide offenders and victims? Research reveals that in many cities more than half of all homicides involve gang-related youth using firearms (Blumstein & Wallman, 2006; Braga, 2008; Pritchard & Evans, 2001). The justice system has the potential to intervene in such violent gang activity through community supervision, some research has shown, as nearly 80 percent of homicide offenders and 56 percent of homicide victims were under probation or parole supervision when the homicide was committed (Bowman, 2005).

In response to gun and gang violence, the U.S. Department of Justice (DOJ) launched Project Safe Neighborhoods (PSN) by adopting crime control methods found successful in other locations, namely Boston's Operation Ceasefire and Richmond's Project Exile, which utilized a comprehensive strategy (McGarrell et al., 2009). These initial approaches relied on law enforcement and prosecution to apprehend and punish individuals violating gun laws or involved in gangs. It was realized, however, that we cannot punish our way out of gang and gun violence; a more holistic approach was needed to blend prevention, suppression, intervention and reentry into a comprehensive strategy. No justice system agency can handle gang and gun violence alone. Instead, law enforcement, prosecution and institutional and community corrections agencies must work together to identify community problems and resources, strive for successful reentry of returning offenders and evaluate the results of such efforts.

In this article, we briefly describe the American Probation and Parole Association's (APPA) PSN Gang Reentry framework. This framework utilizes evidence-based principles to suggest a four-pronged strategy for the intervention of gun and gang violence referred to as the C.A.R.E. model: Collaboration, Analysis, Reentry and Evaluation. First, the complicated nature of gun violence and gang activity requires an integrated justice system approach. Second, communities are unique; have specific needs, resources and capacities; and require individualized examination. Third, motivating offenders to adopt pro-social cognitive and behavioral patterns is central to fostering long-term change to disrupt criminogenic thinking and acting patterns. Fourth, it is imperative that data is collected and analyzed to determine whether current practices should stay the same, be adjusted or be discarded. Each of the C.A.R.E. components are associated with practice and policy recommendations.

### APPA's CARE Model

#### *Collaboration*

Many have recognized the low levels of effectiveness of the justice system when agencies act in isolation (Braga, 2008; Kennedy, 1997; McGarrell, Chermak, Wilson, & Corsaro, 2006). This lack of coordination does little to serve public interest and may exacerbate local criminogenic problems. Offenders face numerous challenges to return to society, as they tend to lack basic life skills, have difficulty finding employment and housing and need mental health and substance abuse treatment (Visher & Lattimore, 2007). More than 95 percent of jail and prison inmates will be released and, with officer caseloads often beyond national recommendations, probation and parole need comprehensive strategies to address

this population (Braga, Piehl, & Hureau, 2009; Pew, 2009; Travis, Solomon, & Waul, 2001). Kennedy (1997) suggested that a coordinated justice system effort was needed to stifle violence. Coining the phrase "pulling levers," Kennedy explains the justice system has the tools to discourage gun and gang violence, but it needs to make a collaborative effort. Federal initiatives such as PSN have placed specific emphasis on the use of collaborative crime-control approaches. As collaborative efforts can be associated with numerous benefits, including improved information sharing and increased funding, APPA has developed ten practice recommendations to assist local probation and parole agencies in their endeavors. Concerned with both the presence and longevity of the collaborative, these recommendations concern:

- Funding
- Networking
- Strategic planning
- Management
- Staffing
- Involvement
- Rapport
- Measureable standards
- Recognition
- Leadership

The following paragraphs briefly discuss the above topics placing emphasis on funding, networking, strategic planning management and leadership specifically.

Many programs develop using federal support but fail to provide for their continued support when the funding is discontinued (Abdul-Alim, 2010). It is important for agencies to plan ahead. Local governments can, if effectively enticed, apportion a small amount of their general funds to support gang intervention. In addition, funding can come from state and county governments, private foundations, individual donations and profit and non-profit organizations (i.e. The PEW Charitable Trusts.) By diversifying the source of income, one can minimize the disruption caused when a given supporter must reduce or cease funding.

The success of gang and gun reduction strategies relies on establishing effective partner agency networks, the development of a cohesive strategic plan and adequate staffing by all partners. Collaborations need to encompass law enforcement, community corrections, prosecutors, local government, schools, faith-based organizations, universities and other profit and non-profit organizations. The partners will vary by location and PSN is known for its flexibility in regard to what agencies form a collaborative and how they

choose to address crime in their local neighborhoods. Justice agencies should take care to ensure organizations capable of providing sorely needed social services to offenders are included.

To structure the collaboration, a comprehensive strategic plan containing distinct and measureable goals and objectives is necessary (Bradford, Duncan, & Tarcy, 2000). Developing a strategic plan can be complex and arduous. Trying to get a group of individuals to agree on a mission can be difficult, so one can imagine the difficulty in attempting to reach consensus across multiple agencies with contrary goals. However, the strategic plan will yield a mission, vision, set of core values, goals and objectives necessary to maintain the direction and accountability of the program.

We must also consider the importance of leadership and management as it pertains to agency involvement, the maintaining of trust or rapport with other agencies and the recognition of collaborative achievements. Effective leadership provides the motivation for innovation and change, the basis for collaborative interventions in gun and gang violence (Stojkovic, Kalinich, & Klofas, 2008). In order for PSN collaborations to succeed, they require the support and recognition of the many criminal justice and community leaders within a given community. When leadership falters, participation declines and distrust threatens the livelihood of the partnership. The collaboration functions much like that of an individual organization and its success depends largely on the motivation of its staff, management and leadership.

### Analysis

APPA suggests probation and parole agencies rely on quantifiable measures to understand crime and evidence-based practices to develop solutions (Ratcliffe & McCullagh, 2001). There are several approaches to community crime analysis and the methods, as well as results, will differ by location. The goal of this analysis is to identify the problem and the factors associated with that problem so the collaborative can implement interventions to disrupt those factors known to influence criminal behavior. The Office of Juvenile Justice and Delinquency Prevention's Comprehensive Gang Model (2009) provides a succinct list of guiding questions for community crime analysis:

- What are the most prevalent gang-related crimes in my neighborhood?
- What factors contribute to this criminality?
- What gang population should we target?
- Who should be included in the collaboration?
- What organizational deficiencies must be alleviated to ensure program success?
- Are there other efforts already in place to address the gang problem?

A community crime analysis committee involves a select group of members from the collaborative to conduct the analysis (Braga, McDevitt, & Pierce, 2006). Ideally, this sub-group consists of individuals from multiple agencies and community organizations within the collaboration who are experienced in data analysis. The committee may rely on qualitative and quantitative data collection and analysis to uncover a

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complete picture of the nature of the crime problem in the area. Some agencies may find it beneficial to have a reputable research agency lead the analysis. Because of the wide variety of professions and specializations, it may be necessary for committee members to meet first solely to develop a full understanding of each other's field of interest and the issues associated with each.

Agencies should pull from a variety of resources including personal experiences, police reports, calls for service records, Uniform Crime Reports, surveys and crime mapping (Bichler & Gaines, 2005). Crime maps provide a visual display of crime commission patterns in a given area and can be used to identify gang zones and high homicide areas. Once a specific crime problem is identified, what factors appear to impact this problem? Are they happening at a certain time of day? Are they centrally located in a specific part of the community? What are the characteristics of the offenders and victims? Are there consistent motives associated with the crime? Are they gang-motivated?

National data obtained from the National Youth Gang Survey has shown that the prevalence of gang activity is increasing (Egley Jr., Howell, & Moore, 2010). Up to 86 percent of law enforcement in larger cities such as Boston and Chicago have reported the presence of gang problems within their local jurisdictions. Indeed, a great deal of research has demonstrated a large majority of inner-city violence involves gang-affiliated youth between the ages of 15 and 24 (Braga et al., 2006; 2008; Kennedy, 1997; Kennedy & Braga, 1998). Gang-related violence is unique in several respects. First, gang violence is most often a group endeavor that typically involves more actors than non-gang violence. Second, victims are less likely to have shared a relationship with a gang perpetrator. Finally, gang violence is more street-oriented, involving automobiles and firearms. In terms of geographic and demographic composition, gang members typically come from impoverished inner-city urban neighborhoods, predominantly male and African American or Hispanic and youthful. Because of poor living conditions and overall lack of opportunity, gang members find it difficult to abandon their criminal lifestyle. For this reason, they often have extensive criminal histories and are well known by the local authorities.

## Reentry

Reentry is the third component of the C.A.R.E. model and is one of the most important concepts in corrections, especially for practicing probation and parole officers. With over 1,600 offenders being released from prison each day, our ability to foster positive, long-term behavioral changes in offenders will have a direct impact on public safety (Petersilia, 2000). Evidence-based practices represent those intervention strategies empirically proven to be effective in reducing recidivism. In general, the community corrections field has found positive results for programs that rely on three primary principles: classify offenders according to relative risks of recidivism, target criminogenic needs and provide individualized treatment (Andrews, Bonta, & Hoge, 1990; Looman, Dickie, & Abracen, 2005).

Some probation agencies focus exclusively on release conditions and technical violations, a predominantly legalistic disposition. Such a focus neglects the importance of the therapeutic relationship that, when shared between an officer and offender, can impact long-term behavioral change (Skeem & Loudon, 2007). Research has found punitive approaches to be ineffective. Boot camps, "scared straight," intensive supervision, electronic monitoring, and D.A.R.E. (Drug Abuse Resistance Education) programs, for example, have been associated with little-to-no decreases in recidivism (Sherman et al., 1998). On the other hand, drug treatment in prison, rehabilitation programs targeting offenders' unique needs and ex-offender job training have each been associated with reductions in rearrest.

The *Transitions from Prison to Community Initiative* (TPCI) or *Transitions from Jail to Community* (TJC) initiative represent a holistic approach to offender reentry (Parent & Barnett, 2004). The successful reentry of offenders to the community will depend largely on the level of planning instigated from the moment the offender first set foot in an institution. The primary supervising agency will change as the offender progresses through the correctional system. For example, the offender may start obtaining social services assistance prior to, during and after arrest, prosecution, incarceration and release. Reentry planning must occur when

the offender enters the prison or jail and continue, with some level of continuity, to community corrections and into the community. The first step after sentencing and admission to an institution is the appropriate assessment and classification of the offender using empirically validated instruments. Such an instrument should carefully identify each offender's static and dynamic risk factors. In addition to the most basic needs of employment and shelter, three out of four offenders suffer from substance abuse, 55 percent have children, two out of three lack a high school diploma or equivalent, many are classified as living in poverty, and one out of three offenders suffers from mental illness or other disabilities (Maruna & LeBel, 2003; The Re-Entry Policy Council, n.d.). Assessments should be conducted periodically and a transition accountability plan developed which will outline the specific programs and services the offender needs to receive. In roughly six months prior to the offender's release, a reentry plan should also be developed. This plan should address the offender's needs upon reentry into the community and may include housing, employment, continued social services treatment and the legal conditions of their release. Determining the appropriate time of release will vary according to the individual offender's past behavior and future violations should be attenuated with gradually elevated responses. To determine the level of supervision required, correctional personnel should rely on the risk assessment instruments.

Reentry represents a proactive disposition to meet the needs of offenders. The Urban Institute has provided community corrections agencies with 13 invaluable strategies (Solomon, et al., 2008):

- Define success as recidivism and measure performance
- Tailor conditions of supervision
- Focus resources on moderate- and high-risk parolees
- Front-load supervision resources
- Implement earned discharge
- Implement place-based supervision
- Engage partners to expand intervention capabilities
- Assess criminogenic risk and need factors
- Develop and implement supervision case plans that balance surveillance and treatment
- Involve parolees to enhance their engagement in assessment, case planning and supervision
- Engage informal social controls to facilitate community reintegration

- Incorporate incentives and rewards into the supervision process and
- Employ graduated, problem-solving responses to violations of parole conditions in a swift and certain manner

As described by Maruna and Lebel (2003), offenders often experience difficulty with basic life needs such as housing and employment. Western (2008) explains that these basic life needs are fundamental to offender reentry and criminal desistance. Most successful at the outset of an offender's release, education, employment and housing services should be provided to gang-affiliated members to reduce their likelihood of recidivism. When administered correctly, education programs can contribute to up to a 30 percent decrease in recidivism, thereby improving offender employment prospects (Steurer, Smith, & Tracy, 2001). The reality is that many offenders may have never held a substantial investment in conventional society. Living in the most impoverished inner-city neighborhoods, offenders have adapted to a life that survives through crime and deviance rather than through legitimate work and social interaction. One of the most substantial hurdles that community corrections face is demonstrating to the offender the importance of conformity to pro-social norms. Once offenders are invested in legitimate society, their need for criminal supplementation will cease and desist. Ideally, offenders will find their means are met much better through upstanding work and citizenship than crime. Conveying this reality, however, is the difficult job inherited by the criminal justice system. Western (2008) recommends offenders be employed full-time within one week of their release from the correctional institution. Transitional employment and housing programs can assist offenders as they orient themselves to the conventional workforce. Understanding the importance of basic workplace etiquette will require guidance as many offenders have avoided, and will continue to avoid, undesirable responsibilities. Much like a planted seed, however, the offenders' labor, over time, will benefit them, will encourage their investment in society and a more pro-social lifestyle will begin to grow. Other auxiliary services may be necessary, including substance abuse and cognitive-behavioral treatment programs. In addition to these services and assistance, community corrections must also be cognizant of the environment in which reentry is to take

place. The offenders' safety and support is paramount to their revitalization. For example, offenders may face impediments to a legitimate lifestyle as result of several prohibitions against felons receiving welfare or other governmental assistance (e.g., financial aid).

To assist community corrections, and in furtherance to the 13 recommendations provided by the Urban Institute, the APPA posits seven practice recommendations for probation and parole agencies involved in PSN anti-gun and -gang interventions:

- Incorporate community corrections in prevention efforts
- Incorporate community corrections in suppression efforts
- Assess the risk and needs of offenders using validated instruments
- Implement, develop and maintain a transition plan for reentry
- Engage offenders in their own success
- Adopt graduated sanctions for technical violations
- Incorporate evidence-based practices

### Evaluation

Representing the final component of APPA's C.A.R.E. model, evaluation concerns the examination of a given project, its implementation, sustainability and ability to achieve stated goals. Evaluations allow researchers and practitioners to assess the value, merit or worth of a program (Babbie, 2006; Maxfield & Babbie, 1998). Too often, evaluations are an afterthought in program design and implementation. This leads to limited examination of post-program implementation processes and outcomes that may not accurately reflect the program's full life-cycle. This after the fact evaluation limits the analysis possible, as prerequisite data necessary for a more thorough examination may not have been collected. Evaluations can assist with resource allocation, implications for replication and program justification to the public and other constituents. Though community corrections agencies should not concern themselves with conducting research (there are numerous research-driven universities and profit/non-profit organizations available to assist), they should be aware of at least two research evaluations: process and outcome.

Process evaluation concerns the examination of how well a program was implemented as compared to its original design and intent (Babbie, 2006; Maxfield & Babbie, 1998). Such an evaluation will involve documenting the details of the program, staff composition (e.g., total number of staff, position types, etc.), activities, level of service, target population and actual population served. The Bureau of Justice Assistance states it best: "the process evaluation disassembles an entire program

into its constituent parts as much as possible so that the details of the program's operation are readily apparent" (BJA, 1998, p. 187). The process evaluation highlights key program activities, program strengths, program weaknesses and obstacles to its effective operation, empowering the program leaders to create needed changes. Why is process important? As Rossi, Freeman, and Lipsey (1999) explain, in order to have a substantial impact on crime, the program must be implemented correctly. Unfortunately, a large number of programs fail to achieve their full potential due to poor implementation and a lack of long-term support.

Outcome evaluations (i.e., impact assessment) concern the program's effectiveness in meeting its goals (e.g., reductions in crime, recidivism). At its core the outcome evaluation allows researchers and practitioners to determine if the program had the desired effect, did it work? For example, to be effective, an anti-gang initiative must be associated with a decrease in rates of gang violence. Though the premise is simple, conducting an outcome evaluation can be particularly complex due to the wide array of potentially intervening variables (e.g., other programs implemented in adjacent jurisdictions). It can be difficult to discern which variables caused the change and researchers will use many analytical tools to make inferences.

Agencies can benefit from evaluations focusing on factors other than process and outcome. Efficiency assessments (i.e., cost-benefit analysis), for example, examine the costs and benefits of a program. Regardless of the evaluation conducted, the end result should aid policymakers and administrators in identifying program strengths and weakness, efficiency, capacity and capabilities, documentation, program delivery and unintended side effects. APPA makes seven practice recommendations for community corrections concerning PSN anti-gang intervention evaluations: establish a research partner, evaluate program implementation through process evaluation and program monitoring, evaluate program effects through outcome evaluations, perform an efficiency assessment, evaluate job satisfaction and organizational climate, use evaluation results to improve practice and disseminate evaluation results.

### Conclusion

APPA's C.A.R.E. model is composed of four central components: collaboration, analysis, reentry and evaluation. Each component represents a distinct area of concern for addressing gang-reduction initiatives. Too often authors neglect the organizational aspects of criminal intervention. The ability of organizations to collaborate—to work together toward a common goal—can have a profound impact on the services, employment and housing opportunities made available to



offenders, thereby impacting community corrections reentry efforts and public safety. Interagency collaboration is a difficult, yet overlooked, phenomenon that requires more deliberate research and assistance (Giacomazzi & Smithey, 2001). Likewise, community crime analysis is often shallow and poorly examined (Braga et al., 2006). To create an intervention for a program that is only rudimentarily understood defies logic. Many interventions are predicated on political sentiment and fear. However, several programs such as G.R.E.A.T. (Gang Resistance Education And Training) have adopted proactive prevention efforts to stop gang-involvement prior to membership (Esbensen & Osgood, 1999). There have also been strong efforts to improve offender reentry by providing much needed housing, employment and educational opportunities (married to supervision practices involving police-probation partnerships) through such programs as the Boston Reentry Initiative (Braga et al., 2009). Relying on evidence-based practices, community corrections agencies have the ability to encourage long-term behavioral changes in offenders, thereby reducing recidivism rates and promoting public safety. Finally, evaluation, similar to the initial community crime analysis, has typically been an afterthought in program implementation. To further build evidence-based practices and sustain programs which truly have an impact on crime, an investment in evaluation is imperative. ▶▶▶

## References

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Adam Matz, M.S. is a Research Associate with the American Probation and Parole Association. Matthew DeMichele, Ph.D. is a Senior Research Associate with the American Probation and Parole Association



The manufacture and use of methamphetamine (MA) creates serious health, public safety and environmental issues that continue to plague communities across the United States. The protracted physiological and psychological problems caused by the use of MA led the National Institute of Justice to identify MA users as the most difficult population of drug patients to treat (Hunt, Kuck, & Truitt, 2006). In 2006, the American Probation and Parole Association (APPA) received funding from the Bureau of Justice Assistance (BJA) for a project entitled Reentry of Methamphetamine Addicted Offenders (APPA Reentry MA Project) to identify promising supervision and programming approaches, as well as to provide technical assistance to three sites in an effort to assist the sites to enhance, develop and implement effective strategies in dealing with MA-using offenders in the community. This article provides a brief overview of the APPA Reentry MA Project, as well as highlights some of the key observations and recommendations for each site.

In February 2007, APPA requested input from the field to ascertain the number of MA-using offenders on probation or parole caseloads, the challenges faced in supervising these offenders in the community, the training supervising officers received to supervise MA-using offenders and any collaborative efforts and/or strategies currently in-place to supervise this population. After gaining insight into the issues community supervision agencies face when supervising MA-using offenders during the reentry process, a technical assistance application was developed and distributed nationally. The application sought to locate agencies with existing reentry programs that were seeking a way to more effectively use their resources. After consultation from BJA, three sites were selected: South Dakota Board of Pardons and Parole, Intensive Methamphetamine Treatment (IMT) Program; Colorado State Court Administrators Office-Division of Probation Services, Denver, Colorado; and Maricopa County (AZ) Adult Probation Department. This article pertains to the findings from the three technical assistance sites.

### **South Dakota IMT Program**

In recent years, the state of South Dakota has experienced a significant increase in the number of female offenders testing positive for Methamphetamine (MA) and the assessments identifying MA abuse. As a response, the Department of Corrections and Department of Human Services designed a program targeting MA-abusing female inmates—the Intensive Methamphetamine Treatment (IMT) Program. This four-phase program is designed to deliver 15 months of treatment services for a maximum of 40 female inmates. The phases include: three months in the main prison, three months in a therapeutic community (i.e., an isolated cell block on the prison grounds), three months in a halfway house and six

months on community-based aftercare. The IMT program presents a unique organizational and operating structure encompassing the South Dakota Department of Corrections, the Division of Pardons and Paroles, halfway houses and the Division of Alcohol and Drug Abuse.

APPA staff members and a project consultant held a series of telephone interviews and a one day, on-site action planning meeting with IMT staff members. The telephone interviews were designed for the purpose of identifying potential gaps in the program's current system of operation, specifically in the processing of IMT program participants through its multi-phase structure. The interviewees consisted of individuals from the three halfway houses accepting IMT clients, parole agents with IMT clients on their caseloads, staff members from the Division of Alcohol and Drug Abuse and the correctional case manager for IMT program within the Department of Corrections.

The on-site technical assistance meeting was held in October of 2008 in Oacoma, South Dakota. Those persons in attendance at the technical assistance meeting were from various agencies involved with the IMT program, as well as the individuals interviewed prior to the technical assistance site visit. Based upon the results of the telephone interviews and documents review, three elements were deemed essential to include on the proposed agenda. The first was to inform the group of the strengths and areas of needed improvement identified through the course of the telephone interviews and the documents that were reviewed by APPA staff members. The second element was to provide information pertaining to the process and outcome evaluation being conducted on the IMT program by Mountain Plains Evaluation, which is

# IMPROVING REENTRY OUTCOMES FOR METHAMPHETAMINE-USING OFFENDERS

*by Nathan Lowe, M.S., Diane Kincaid, M.A. and Michelle Metts, MPA*

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based in Salem, South Dakota. During the telephone interviews, a number of respondents indicated that while they were aware an evaluation of the IMT program was being conducted, they were not aware of any outcomes or findings pertaining to that evaluation. The third element was to facilitate a discussion on action planning to address the needed programmatic improvements identified through the telephone interviews and documents review.

#### *Observations and Recommendations*

One of the major problems plaguing the IMT program was the process of release planning for the offenders. The institutional case manager, within the Department of Corrections, is the person responsible for scheduling inmates appropriate for the IMT program, as determined by a conditional discharge assessment, developing their case plan and collecting and communicating programmatic information to all involved parties. Such information includes phase transition dates, parole dates, program completion dates,

treatment information, drug screen information and mental and physical health information. This program is unique in that IMT clients can be released to the community as either an inmate (i.e., still under institutional supervision) or as a parolee (i.e., under conditional supervision in the community). For IMT clients with fixed parole dates, getting release plans to the parole agents was not an issue; however, for IMT clients with discretionary parole dates, which includes about half of the IMT participants, the process became a bit more bogged down with complication.

To address this first issue, it was recommended that the Department of Corrections Institutional Case Manager begin immediately to notify the Division of Pardons and Paroles supervisor 45 days prior to the release of an IMT client to a halfway house in the community. This notification process would also include the Division of Pardons and Paroles staff receiving a copy of the exit file sent to the halfway house approximately two weeks prior to the inmates release to the halfway house. Further, the Division of Pardons and Paroles supervisor would assign a parole agent to an IMT client immediately upon receiving notification of the offender’s planned transition to the halfway house.

The agent would begin working with the IMT client to develop a solid release plan; however, the parole agent would not assume supervision responsibilities until the IMT client was released from inmate status to parole status. Lastly, parole agents would undergo training to learn the new early notification process and their roles, responsibilities and limitations in working with IMT clients.

The second issue was confusion among personnel working with IMT clients of the criteria used to enroll clients in the IMT program. Respondents in the telephone interviews indicated that they were either unsure of what the eligibility criteria were for the program or they thought clients were accepted into the program who were addicted to stimulants in general, but not necessarily limited to MA. To address this issue, it was recommended that the Division of Alcohol and Drug Abuse regularly update information pertaining to the IMT program to include more specific language about eligibility criteria. Such language would specifically state that a MA abuse or dependence diagnosis is required in order to meet eligibility requirements.

The third issue found was the decentralized nature of the governance of the IMT program. Each person involved with the program found that he or she struggled with who to contact for specific questions (e.g., funding issues, supervision issues, etc.). The South Dakota Legislature did not include a source of funding for employing one person to oversee the management of the program, nor was this foreseen for the future. The program, in result, faced the challenge of developing chains of command to field questions or issues that arise based upon the underlying issue.


To resolve this final issue, it was recommended that the Division of Alcohol and Drug Abuse take the lead in developing an informational sheet that lists the name, agency, contact information and issues for which persons should be contacted. This sheet should be distributed to all personnel working with IMT clients. Additionally, it was agreed that all agency personnel should participate in quarterly conference calls for the purposes of identifying, discussing and resolving programmatic issues. The structure of these calls was an open dialogue among the agency personnel with regard to the outcomes of any changes to the program and identification of new issues, as well as potential solutions to those issues. At the time of this article, the IMT program has completed six quarterly calls to discuss and resolve programmatic issues.

## **Colorado State Court Administrator's Office-Division of Probation Services**

A request for technical assistance was submitted by the State Court Administrator's Office, Division of Probation Services indicating a need for technical assistance to "develop more appropriate supervision plans for offenders and be able to effectively increase community safety and reduce recidivism." The application noted that substance abuse treatment services and MA-specific services were lacking in rural and mountain areas throughout the state. A series of telephone conversations were conducted between key respondents within the Colorado Division of Probation Services and APPA staff members to describe the Colorado system, the context within which probation services were organized within the system and the nature of the technical assistance request. In addition to these telephone conversations, copies of policies and procedures were provided to APPA staff members. Based on the correspondence and the provided information, it was decided that site visits would be conducted in three districts across the state. The purpose of the site visits was to identify strengths and areas for enhancement of community supervision of offenders with MA and other substance use disorders.

The state of Colorado is divided into 22 judicial districts, ranging from single municipality districts (e.g., District 2), to large, multi-county districts encompassing vast land masses and population bases that meet federal definitions for frontier areas (e.g., District 15). Each judicial district is headed by a Chief District Judge and a Chief Probation Officer. The probation office provides investigation and assessment and supervision of adult and juvenile offenders. Within each probation office, the investigations officers and/or regular supervision officers are responsible for administering the Standardized Offender Assessment (SOA) and making treatment referrals. The majority of SOA administration lies with investigating officers when a jurisdiction has a formal investigation unit.

Like many states, substance abuse continues to be a challenge for the state of Colorado. In 1991, the Interagency Advisory Committee on Adult and Juvenile Correctional Treatment (IACAJCT) was established to provide a multi-agency response to the provision of effective treatment of substance-using adult and juvenile offenders. The IACAJCT is composed of the following five state agencies: Department of Human Services, Department of Corrections, Department of Public Safety, State Board of Parole and State Court Administrator's Office. In recent years, one of the key tasks



of the IACAJECT has been to find alternatives to incarceration for non-violent, drug offenders. Most notably, in response to legislation (SB 03-318) that aims to decrease the felony class level and resulting penalties associated with the possession and use of smaller amounts of illicit substances, the IACAJECT issued a report documenting a cost-savings in excess of \$2.2 million for state. Such an estimate was in result of reduced prison housing capacity that would result from the legislation.

The Colorado state legislature subsequently appropriated \$2.2 million to the Judicial Department to be allocated to local judicial districts for the purposes of providing enhanced substance abuse treatment services to offenders. Districts were required to establish a Drug Offender Treatment Board to identify issues specific to their jurisdiction and propose targets for treatment expansion and/or enhancement. Overall, the goals for the districts were to reduce recidivism rates and the prevalence of substance abuse among offenders. Ten districts identified MA use to be a significant local problem and eight of these districts proposed to utilize funding to establish or enhance MA specific treatment options. Additionally, ten districts proposed to utilize funding to enhance treatment services for Drug Court offenders. The site visits for this project were conducted within the first year of funding allocation of SB 03-318; therefore, each district was at varying stages of program implementation associated with these new funds.

Site visits were conducted in Districts seven, 14 and 18. Each site visit was approximately four-to-five hours in duration and consisted of a facilitated group discussion with a cross-section of key informants from within the districts, including the District Chief Probation Officer, one-to-four probation officers, representatives from local substance abuse and/or mental health treatment agencies, local law enforcement officers, local judges and other members of the community. In total, the site visit team met with approximately 35 individuals.

While a standard agenda had been established prior to the site visits, the activities, sequence and focal points of discussion varied based upon the presence of particular participants and the nature of the local community. Field notes were made to identify common themes, explore program and systems issues influencing local community supervision and treatment practices and areas for program enhancement.

#### Observations and Recommendations

One observation made during the Colorado site visit was the lack of interagency cooperation at the local level, in spite of the work of the IACAJECT at the state level. This issue was particularly observed in Districts 14 and 18. Within District 14, the relationships among the treatment providers and judicial district appeared strained.

For District 18, the interagency had to contract out with a Denver-based treatment provider due to the apparent lack of cooperation from the established mental health and substance abuse provider



*“Such local interagency committees should mirror the state committee to include representation of county government officials in order to establish and maintain localized memoranda of understanding among the various agencies.”*

in the local community. Within District seven, however, there existed a model of local interagency cooperation and collaboration that the state should replicate in other communities. Probation officers, in general, expressed varying levels of satisfaction with the quality of services and responsiveness provided to them by their corresponding local treatment providers. Further, there did not appear to be any formal linkages between the judicial district offices and local social services programs, especially child welfare services, which are organized at the county level.

In an effort to resolve the breakdown of interagency cooperation at the local level, APPA staff recommended that state agencies (namely, the Division of Probation Services and the state Department of Human Services, Division of Behavioral Health) promote the establishment of committees. Such local interagency committees should mirror the state committee to include representation of county government officials in order to establish and maintain localized memoranda of understanding among the various agencies. The memoranda should specify minimal standards of treatment and common referral and reporting requirements.

A second observation was to make greater use of onsite psychological assessments and motivational incentives to MA-using offenders in an effort to promote abstinence during the reentry process into the community. The utilization of on-site urine screening equipment has the benefit of providing immediate results to offenders, as opposed to a lab-based urinalysis. Immediate response, whether positive or negative, creates a context for the probation officer to highlight positive behavior changes (e.g., abstinence) or address a relapse or recurring use among offenders. Research has shown the positive results of using a progressive program of rewards and sanctions for substance-using offenders in the community, particularly among programs based on contingency management (see Lussier, Heil, Mongeon, Badger, & Higgins, 2006; Roll et al., 2006). APPA staff recommended that the Division of Probation Services consider requirements for judicial districts to utilize onsite urine screening and formalized programs of motivational incentives as components of a comprehensive program for substance abusing clients.

A third observation was the lack of self-help and support groups available for the treatment of MA-using offenders. Although they should not be considered as substitutes for intensive outpatient treatment services, self-help and other recovery oriented support communities can provide an invaluable adjunct to treatment. It was recommended that the Division of Probation Services engage probationers with known substance use disorders to participate in self-help groups. At a minimum, making information available to probationers of the location and meeting times of self-help support groups, along with information on the growing number of online recovery support communities, should be afforded to offenders. Further, it was recommended that the Division of Probation Services, in conjunction with the Division of Behavioral Health, stimulate and encourage the establishment of self-help recovery groups in rural communities. Establishing partnerships with local non-profit organizations and existing treatment and social service agencies to serve as host facilities for such groups, providing small start-up funding packages for initial supplies and



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program material and identifying and encouraging successful probationers to become engaged as self-help sponsors are some of the activities that could be undertaken to establish adjuncts to formal treatment options in rural communities.

Finally, lack of transportation was identified across all three districts as a key impediment to substance abuse treatment for MA-using offenders. One way to address this issue would be to budget funds for innovative transportation options for offenders, such as the use of certain technologies. Technologies, such as cell phones and other mobile electronic devices would assist offenders in reporting to their supervising officers in a timely manner and in maintaining contact with their assigned treatment staff members. In many states, funding has been allocated for community corrections to provide supervising officers or case managers with the financial means to address the transportation barriers of their clients by paying for car repairs, providing gas vouchers to attend treatment or paying a friend or family member to drive a client to treatment.

#### **Maricopa County Adult Probation**

Since 2005, the Maricopa Adult Probation Department, in conjunction with the Maricopa County Drug Court, has operated a unique program for offenders with MA use disorders. This 32-week program utilizes a probation officer specialty caseload model wherein all of the offenders supervised by a designated probation officer are individuals under the jurisdiction of the court, who receive mandated outpatient and residential, where appropriate, treatment from a designated community-based treatment provider. The drug court program is designed for participants to move through three phases, with each phase having differential rates of court supervision, treatment participation, drug testing and other critical lifestyle indicators. In addition to court appearances and probation office meetings, participants are exposed to a random schedule of drug testing, mandated treatment participation and required support group participation. To successfully complete the program, an offender must be working full-time, living in a stable residence, demonstrating at least 20 weeks of sobriety and having attended approximately 300 hours of individual and group counseling.

Maricopa County contracts with three treatment providers in the community, with only one of these providers (Community Bridges, Inc.) contracted to provide treatment services to the participants of the drug court. Community Bridges, Inc. provides a continuum of substance abuse and mental health services throughout the state with their major concentration of services in Maricopa County. Community Bridges operates two detoxification treatment centers, residential treatment services for pregnant women and homeless outreach services. A Community Bridges employee serves as a drug court liaison, attending all drug court staff meetings and proceedings, thereby facilitating communication between the treatment team and the drug court team.

The clinical treatment component of the drug court has four distinguishing features. First, the treatment program follows the Matrix Model (Rawson et al., 1995), a community-based program that utilizes a balance of group and individual counseling, family education, routine urine testing, participation in 12-step programs and weekly homework to develop and strengthen healthy behaviors and healthy thoughts among offenders. It rests on five general principles and goals: stop drug use; learn issues critical to addiction and relapse; receive education for family members affected by addiction and recovery; become familiar with self-help programs; and receive weekly monitoring by urine toxicology and breathalyzer alcohol testing (Rawson, Gonzales, & Brethen, 2002). In general, research has found the matrix model to be more effective in retaining MA-dependent treatment participants than other standard treatments. For example, in the largest trial of a treatment for MA-dependent patients (Rawson et al., 2004), matrix model participants were 38 percent more likely to stay in treatment, 27 percent more likely to complete treatment, produced more drug-free urine samples and achieved longer periods of abstinence as compared to participants undergoing standard treatment.

A second aspect of the Community Bridges program is the use of paraprofessionals (i.e., persons in recovery) as members of the clinical treatment team. Two full-time peer support specialists compliment the one full-time treatment professional in providing an array of case management services. A third aspect is the use of on-site urinalysis and contingency management techniques to reinforce and reward the progress of participants. Finally, the program includes a family component. While this component is also noted in the matrix model, it bears special mention, as Community Bridges improved this component by adopting aspects of and receiving training on the Community Reinforcement and Family Training (CRAFT) model (see Meyers & Smith, 1997).

Like the other two sites, multiple methodologies were employed to gather information about the program and in an effort to develop promising practices for community corrections agencies in dealing with MA-using offenders during the reentry process from prison or jail. Data were gathered at this site during the period of May-to-September 2009. Direct observations were conducted by APPA staff members and a project consultant of drug court proceedings and of a support group meeting for women. In addition, interviews were conducted with the drug court supervisor, the probation officer assigned to the drug court offender caseload and the Community Bridges program supervisor. A focus group was also conducted with the substance abuse therapist, two peer support staff members employed with Community Bridges, and the Director of Outreach and Peer Support Services. Finally, agency documents and records, including a client drug court handbook and annual reports, were reviewed for the site.

#### Observations and Recommendations

One of the unique aspects of the Maricopa County Drug Court was the strength and the quality of the relationship and communication between all agencies involved, including the drug court, probation department and community treatment provider. The structure of this program facilitates effective collaboration among the agencies. The identification and physical placement of the community-based drug court liaison within the court facility, along with the use of a single probation officer to manage the caseload of those offenders participating in the drug court were important components of the program.

The issue of court supervision was identified as an area of concern for participants in this program, especially for newly enrolled offenders, since they expressed reservations about sharing sensitive information with their therapists or peer support specialists in fear of such information being shared with the court. Staff members noted that clients who were further along in their treatment often helped the newer clients to overcome this reluctance by simply informing them that such information would not be shared with the court or any legal authority, for that matter. The therapist addressed this issue directly and noted that information sharing with the probation officer will generally center around program phase changes, collateral contact information needed on clients who have been absent from treatment or in circumstances wherein a client divulges information determined to place their legal status in jeopardy.



Another observation was the use of paraprofessionals, the persons in recovery, as members of the clinical treatment team. The two full-time peer support specialists complimented the one therapist by performing such tasks as: providing outreach and engagement to clients, following up on client absences and assisting clients in identifying stable housing, employment and other case management-related functions. As these individuals were able to speak from experience, they represented the promise of recovery to the clients and, at times, were better able to be insightful to the clients than the therapist.

Clients underwent routine onsite urine screenings twice per week while in the program. Also, contingency management techniques reinforced the clients' participation in treatment and rewarded clients for negative urine screenings. Benefits of the onsite urine screenings were that they provided opportunities for immediate feedback, reinforced sobriety and created learning opportunities to address positive test results or slips, among clients in a therapeutic manner. In addition to the onsite urine screenings, the program also included a family component. Weekly family education nights were conducted with clients in which they were encouraged to bring their spouses or significant others, parents, grandparents, siblings and/or other family members that provided support during their recovery.

The use of monthly status reports strengthen and reinforce the collaboration and communication within the Maricopa County Drug Court program. These reports complimented the parallel status reports that were completed by the supervising officer and they provided an integrated and comprehensive assessment of each offender's progress. The monthly reports summarized session attendance, test results and progression within treatment, along with significant changes in the offender's employment and housing status.

In an effort to possibly enhance the drug court program, project staff compiled a list of recommendations. One recommendation made was the need for the program to provide more accessibility to support services for the clients. For example, there were cases in which clients lost dental services and residential treatment due to the loss of administrative transfer request funding. Undoubtedly, such services are essential to treatment progress among clients.

The second recommendation made was the need for the program to use more immediate rewards and sanctions in response to the behaviors of clients. Contingency management techniques and on-site urine screenings could easily be implemented into group counseling sessions, in addition to the standard use of them. Otherwise, the treatment progress of

clients may be compromised without the routine use of such therapeutic interventions.

The third recommendation was the need for the program to engage clients' families in the treatment. Although there was a family component of the treatment, there seemed to be an absence of the clients' families whom were actually engaged in the treatment. In fact, the treatment staff members consistently identified this as being a barrier to successful treatment outcomes.

The fourth recommendation was the need for the program to provide greater flexibility to clients in order for them to meet their other obligations outside of the requirements of the drug court. For instance, participants were sometimes hindered by other mundane tasks that were expected of them while engaged in the drug court program, such as scheduling of treatment to balance it with other court demands (e.g., employment). In order to mediate these issues, treatment staff expressed a desire to offer early morning treatment sessions or whatever worked for clients.

The final recommendation was that greater accessibility for clients in the community to be provided. At the time, client outreach was limited to telephone calls. Treatment staff, however, wanted to be able to conduct home visits with clients, as an example.

### **Lessons Learned**

Several lessons can be learned from this project. One in particular is the importance of multi-agency collaboration in dealing with MA-using offenders during the reentry process into the community. Effective collaboration begins with the development of a comprehensive plan involving all partner agencies. This allows for a clear line of communication between the agencies beginning at when offenders are first incarcerated to when they are released with the intent that offenders will receive the best services available in the community. Also, it is important for agencies to collaborate on locating and providing employment, housing and treatment services to MA-using offenders.

The collaborative approach of the IMT Program in South Dakota is one that should be emulated by other jurisdictions across the nation. A process that encouraged clear lines of communication between multiple components of the criminal justice system—institutional corrections, parole, halfway houses and treatment providers—appeared to be a major factor for any success the program may have in reducing MA abuse relapse and criminal recidivism.

The need for multi-agency collaboration was also observed during the technical assistance provided at the Colorado sites. The IACAJECT appeared to provide effective coordination between governmental systems with the joint responsibility of treating offenders with substance use disorders. The site visits revealed varying degrees of local coordination among these systems, with District seven revealing the most cohesive model of local interagency cooperation and collaboration.

In addition to multi-agency collaboration, treatment must be a primary objective in supervising MA-using offenders in the community. The findings of this project reveal how easy the treatment of MA-using offenders may fall to the wayside during the reentry process. Not only does this population present unique needs with regard to treatment (e.g., issues pertaining to past high-risk sexual activity), but they also challenge agencies to develop comprehensive and often complex treatment approaches, which also must consider comorbidity issues (i.e. the presence of one or more disorders) and appropriate medications for offenders.

Part of this treatment involves a greater utilization of motivational enhancement strategies, such as motivational interviewing and contingency management techniques. These strategies provide opportunities for supervising officers to strengthen their relationships with offenders and to promote greater offender engagement in substance abuse treatment. Furthermore, appropriate funding must be allotted for effective treatment to occur. Drug use offender legislation in both Colorado and Arizona and appropriated funding in South Dakota have helped to create dedicated funding streams to assist with treatment services for MA-addicted offenders, while also encouraging interagency planning and collaboration for offender treatment needs.

### For More Information

For more information on this effort to provide tools for community corrections to address the reentry needs of MA-using offenders, contact the American Probation and Parole Association via our website at [www.appa-net.org](http://www.appa-net.org). ▶▶

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Nathan Lowe, M.S. is a Research Associate with the American Probation and Parole Association. Diane Kincaid, M.A. is a Deputy Director of the American Probation and Parole Association. Michelle Metts, MPA is a former Research Associate with the American Probation and Parole Association



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## From the Editor...

*The following article represents a departure from our usual Perspectives fare. It does not report on new research nor does it highlight innovation in the field. Rather, it presents a vision of a community corrections agency that has fully embraced evidence-based practices. Both “vision” and “evidence-based practices” are terms that are used liberally in our business without a full appreciation for what they mean.*

*In their article, Meghan Guevera and Judith Sachwald bring those terms to life in their description of a graduation ceremony of a community corrections department. The ceremony recognizes the accomplishments of staff, community partners and offenders and is well attended by the top state officials who fully support the department.*

*Much like Ed Rhine did with his description of a fully integrated, evidence-based parole supervision agency in Putting Public Safety First\*, Guevera and Sachwald’s story provides a powerful vision of the future that many in our field are working hard to create.*

*This vision, while fictional, creates a compelling narrative of how a fully realized evidence-based model could truly transform probation and parole agencies and turn them into powerful vehicles of individual, organizational and community change – as the field’s brand says, “A Force for Positive Change”.*

\*Solomon, A.L., Osborne J.W.L., Winterfield, L., Elderbroom, B., Burke, P., Stroker, R.P., Rhine, E.E., Burrell, W.D. (2008) Putting Public Safety First: 13 Strategies to Improve Reentry Outcomes. Washington, DC: Urban Institute. Pp. 38-39

# on the shoulders of **GIANTS** a vision of an evidence-based organization

by Meghan Guevara, MPH and Judith Sachwald







## INTRODUCTION

Good day ladies and gentlemen, families, friends and distinguished guests. Welcome to our first three-in-one commencement exercises. I am Gloria Jimeno, the Chief for the State Department of Community Corrections, and I will be serving as your mistress of ceremonies. We are very pleased that both Governor Denise Jackson and Justice William Rogers are in attendance. Welcome, Madame Governor and Mr. Chief Justice.

We are honored that Urban University has made this fabulous 3,000-seat theater available to us to mark this historic community event. I apologize for starting a couple minutes late, but even with 3,000 seats we had to bring in some folding chairs at the last minute in order to provide seating for all of you. Today we are celebrating several important achievements and we want to be sure that all of you are comfortably seated and prepared to absorb the enormity of this milestone. I take special pride that the State Department of Community Corrections is serving as your host. The ushers who helped everyone find seats are parole and probation officers who volunteered to help organize today's commencement ceremony. They will be happy to provide whatever assistance you may need this afternoon or to talk with you about their work. We are committed to telling the Department's story to the residents of our state.

Sixty recently hired parole and probation officers are graduating today after spending ten weeks in our entry-level training academy. They have studied new empirically-based methods for improving public safety through effective supervision. In addition, they spent three weeks in the field working side-by-side with some of our very best officers. Next Monday, they will begin working with offenders. Thanks to the support of Governor Jackson and the state legislature, when these new officers assume responsibility for their caseloads they will reduce the average size of our caseloads for moderate to high risk supervisees to 45. With caseloads of 45, officers will have adequate time to focus on case plan content, intermediate benchmarks and early interventions when parolees and probationers are struggling to satisfy supervision requirements. They will have time to touch base with substance abuse and mental health treatment providers. They will have time to address non-compliant behaviors and ensure timely removal from the community of individuals who are out of compliance

with the terms and conditions of supervision and pose a risk to public safety. With all of the technological advances that we have made the last few years and reduced caseload size, our agency will be able to produce better outcomes, which means increased public safety and healthier, more economically competitive communities. I will say more about technology in a moment.

Today, we also are recognizing 32 professionals from allied community agencies — both public and private — including workforce development, substance abuse treatment and mental health programs. These job skill developers, counselors and other professionals are the first to complete our four-week cross training program. They have been trained to integrate cognitive behavioral techniques in to their programs and they have invited probation and parole officers into their workplaces and described and demonstrated evidence-based approaches in their respective fields. Before recognizing the third group of graduates, I want to express our deep appreciation to the foundations and federal agencies that funded the development of this curriculum. We are not the first agency to develop a cross-training initiative in this country. We have tremendous respect for the agencies that led the way, as our curriculum is informed by the research conducted on those earlier efforts. After we finish soliciting feedback from this group of graduates, the curriculum will be made available to other jurisdictions. It is also my understanding there will be federal funding for a train-the-trainer program so that other jurisdictions can adopt this curriculum.

Everyone who is graduating from a professional program today was required to take and pass computer-generated tests that ask the participant increasingly difficult questions, as well as to demonstrate their new skills for a team of faculty members and field supervisors. We are one of the first agencies in the country to require employees to pass both knowledge and skill tests. During the next six months, all of these employees will be closely monitored and coached. They also will have access to a special web page where they can interact with their classmates and practice their skills using simulation models. These technological advances, combined with our new automated case management system and our aggressive schedule for replacing laptop computers, will enable us to examine our collective and individual performance on a daily basis.





Finally, it gives me great pleasure to announce that we are recognizing 486 individuals who have successfully completed parole or probation supervision and who are now clean, sober, law-abiding, tax-paying members of our communities. In order to be recognized here today, they had to pay in full all fines, fees and restitution ordered by the court. They had to pass every drug test for the past two years and be gainfully employed for the last 18 months. If requested by the victim(s) of their crime(s), they had to participate in a parallel justice conversation in which they accepted responsibility for their past criminal behavior and the harm they caused. Of course, they also had to have no arrests during the past 18 months. In addition to satisfying the demands of supervision, many of them are now enjoying renewed relationships with family members and supportive friends after years of separation.

#### How did we get here?

We would like to introduce you to our agency and the philosophy underlying our work. I have asked Administrative Supervisor, Miranda Ellis, who chairs our Evidence-Based Practice Steering Committee, to share the highlights with you. Ms. Ellis has served on the EBP Steering Committee since its initial appointment ten years ago. She was an early adopter of evidence-based practice, has coached and mentored many parole and probation officers in our Department and is frequently called upon to make presentations at national meetings of parole and probation officials and employees. Ms. Ellis is one of our superstars.

*(Supervisor Ellis comes to the podium)* Thank you, Chief Jimeno, for the warm and generous introduction and for selecting me to talk about our Department's efforts to become an evidence-based organization. This means that our decisions are based on the best data available to us, and that we are constantly trying to improve safety in our community. We learn from our own successes and disappointments, as well as those of other agencies who have committed to implementing evidence-based practice. A single agency cannot redefine an entire field of practice, and when one stops to think about it, community corrections is a blending of many fields including physical and mental health, education, workforce development and law enforcement. Paraphrasing from Sir Isaac Newton, "If we are able to see further, it is because we stand on the shoulders of giants." We embrace the lessons from all fields of study on what is required to change human behavior and make our communities safer places to live, work and nurture our families.

About ten years ago, the department established the EBP Steering Committee to reframe its strategic plan to include the implementation of evidence-based practices. The committee is composed of representatives from across the Department. In the early years, the committee met frequently and had several subcommittees. Now, the committee meets quarterly to review

## STATE DEPARTMENT OF COMMUNITY CORRECTIONS

### VISION.

We will make our State a safer place to live, work and nurture our families by becoming an evidence-based community corrections agency that works in collaboration with criminal justice agencies, victims, communities, various service providers and the general public to effectively supervise parolees and probationers and to expeditiously identify and remove from the community any parolees or probationers who jeopardize public safety.

### MISSION.

We will ensure that parolees and probationers fulfill the terms and conditions of their sentences; provide them with structure and guidance; hold them accountable for their behavior; and coordinate the delivery of treatment and other services to support the process of becoming law-abiding, productive members of our communities.

### VALUES.

We believe:

- Our employees are hard working and dedicated public servants deserving of a safe and supportive work environment, proper compensation, high quality training and professional development programs, and opportunities for career advancement.
- People of all ages, races, ethnicity, religious beliefs and sexual orientation should be treated with dignity and respect.
- Positive relationships with public, private and faith-based community organizations including our law enforcement and criminal justice partners are essential to effective community supervision.
- Victims and survivors of crime have the right to express their views on how their needs can best be met.
- Parolees and probationers are responsible for making restitution to their victims and participating in efforts to restore communities harmed by their criminal behavior.
- We have an obligation to measure our outcomes according to the highest standards and to report our performance to the general public.





## Slide 1: Focusing on vision, mission and values

Our vision, mission and values statements drive the work that we do, and all employees in the Department know how their work contributes to that mission. The vision, mission and values statements are part of our daily conversations about our work and they guide our decisions and our actions.

## Slide 2: Building a strong foundation

We work to create an environment where employees are valued and well-trained, where our efforts are productive and effective and where we never stop learning.

## Slide 3: Basing our work on sound research

We look to the research literature to guide us on what works in reducing risk. When we implement new practices, we measure their effectiveness.

## Slide 4: Focusing on risk

Our role in community safety is to prevent former offenders from committing new crimes. We do this by focusing on criminal risk factors and providing treatment that reduces risk.

progress on the plan and review data on the quality of the department's services. It also convenes once a year to update the department's goals within the Interagency Strategic Plan.

We have energetically sought out and implemented research-based changes to the way we do business in order to improve the services that we offer to the courts, our clients, their families, as well as victims and the community. Since we are in this fabulous high-tech theater, I have some slides to describe the changes we have made.

We do not do this work alone. The department is an active member of the State Criminal Justice Collaborative, a body charged with developing evidence-based strategy and policy for the criminal justice system. The Collaborative represents diverse stakeholders, including the courts, prosecution, defense, local jails, state prisons, community corrections, police, treatment providers, academia and former offenders. The group ensures that evidence-based policy and practice infuse the whole system and that agencies collaborate to improve effectiveness and efficiency. The impact of this group has been significant.


These collaborations improve offender success and contribute to reductions in new crime, as community corrections data show.

We hope this is the first of many events to celebrate our successes in making our communities safer.

What have we learned?

*(Chief Jimeno returns to the podium.)* Thank you, Supervisor Ellis. To provide some additional perspective on our journey, I am pleased to present our next speaker, Arthur Morrow. Supervisor Morrow was selected as our Employee of the Year by his peers, who have highlighted his commitment to mentoring as well as ongoing learning. Please welcome him.

*(Supervisor Morrow come to the podium)* Thank you, Chief Jimeno. My name is Art Morrow and I am a Probation Supervisor. I have been with the Department for eight years and was part of the first entry-level academy class to be trained in evidence-based supervision. I was also one of the contributors to the cross-training program curriculum. I have been through the ups and downs with the Department as we navigated our evidence-based journey and the commencement



planning committee asked me to offer the graduates some advice. Since this group of graduates is so diverse and will be heading in different directions in their personal and professional lives, I was unsure how to approach my remarks at first. As I thought about it, though, I realized that for all of us, evidence-based practice is about how we behave as human beings and how our choices affect not just ourselves but our community. So, here are a few of my words of wisdom and hopefully you will see some relevance for yourselves.

Remember that the only thing that stays the same is change. We are always growing and changing as people and the world around us is always changing. We will be more successful personally and professionally if we see change as an opportunity for evolution and creativity rather than something to be feared. Today is a day of transition for many of us—both new officers and supervision graduates are stepping out into the world with less support and guidance than they had yesterday, and with more autonomy to exercise their own judgment. Change brings freedom and responsibility.

Never stop learning. New knowledge is available every minute of every day and some of it can help us to live our lives better and to do our jobs better. You are smart, talented people, and the fact that you earned your place here today shows that you can be successful. The key to staying successful, though, isn't staying as you are now. All of us need to keep setting the bar a little higher for ourselves, trying new things, and seeing what works. We need to be open to feedback from others to find ways to improve. Everyone in this auditorium has the potential to keep learning.

Share your knowledge and skills with others. We are all experts in something and we have a lot to offer. Take the opportunity to be a coach, a mentor or a teacher to someone who can benefit from what you know. Create a safe place for others to practice new skills and to make some mistakes and provide them with supportive and constructive feedback.

We are here because we believe that people have the ability to improve themselves. As long as we continue to see potential in ourselves and others, there is hope that we can make our communities better places to live for ourselves and our children. Changing our behavior is hard work, as all of us know, and sometimes we need to seek out resources to support our own change or be the resource to support others.

### Slide 5: Creating a productive agency culture

We value our employees as professionals and practice inclusive management. Employees receive feedback on their positive contribution to the community.

### Slide 6: Believing our clients can make positive change

We treat everyone as if they have the capacity to improve their lives; both as we support their personal change process and enforce the conditions of the court and the parole board.

### Slide 7: Monitoring quality

We use measurement to ensure that our practices are working as intended and reducing offender risk.

### Slide 8: Communicating

We share our work with our partners, the public, our elected officials, our clients and our employees. We would like the community to understand our role and why we do what we do.

## Slide 9

Community Corrections, the courts and the parole board are committed to a system of graduated sanctions that allows a swift and certain response to every violation while reducing jail and prison overcrowding.

## Slide 10

Graduate students from State University evaluate treatment programs throughout the state and make recommendations for changes in practice.

## Slide 11

Offenders leaving prison and jail have a transition plan in place to facilitate a successful return to the community.

## Slide 12

Offenders in the community can receive substance abuse treatment, mental health services (counseling or medication management) and community supervision all in the same location.

I have learned these lessons from supervisors, colleagues, parolees and probationers and victims as I have tried to become a better person and more effective employee. I hope they are helpful to you as you take the next step in your lives. Congratulations to all of the graduates.

### COMPANIONS ON OUR JOURNEY

(*Chief Jimeno returns to the podium.*) Thank you for your advice to the graduates, Supervisor Morrow. Your words as well as your work are a wonderful example of the learning culture we have worked so hard to create in our organization.

I am now very pleased to introduce a close ally in our efforts to create a more effective criminal justice system. Since taking office six years ago, Governor Denise Jackson has worked tirelessly to improve the efficiency of government throughout the state. After learning how evidence-based practice could improve public safety and make better use of taxpayer dollars, Governor Jackson became our champion in the public and private sector. Without her commitment, we would not be here today. May I present Governor Jackson.

(Governor Jackson comes to the podium) Thank you for the warm introduction, Chief Jimeno. Justice Rogers, other distinguished guests, ladies and gentlemen, we are here this afternoon to celebrate the fact that our communities are safer and it is because of all of you. Some of you have made difficult personal choices and worked hard to remain crime-free and contribute to your communities by getting a job or going back to school. Some of you have maintained the support structure that has facilitated that success. Families and friends, you have patiently and energetically supported your loved ones whether they were becoming new parole and probation officers, completing courses for professional advancement or taking steps to become law-abiding and productive. Whichever hat you are wearing, all of you should be proud today not only for the achievements of your friend or family members but for the combined effect that all of these advancements will have on our neighborhoods and communities.

Some of you know that after I graduated from Morehouse College, I began my career as a parole and probation officer. At that time, the Department had just adopted a flexible work schedule which permitted me to juggle my work duties with my role as a mother and law school student. Juggling these

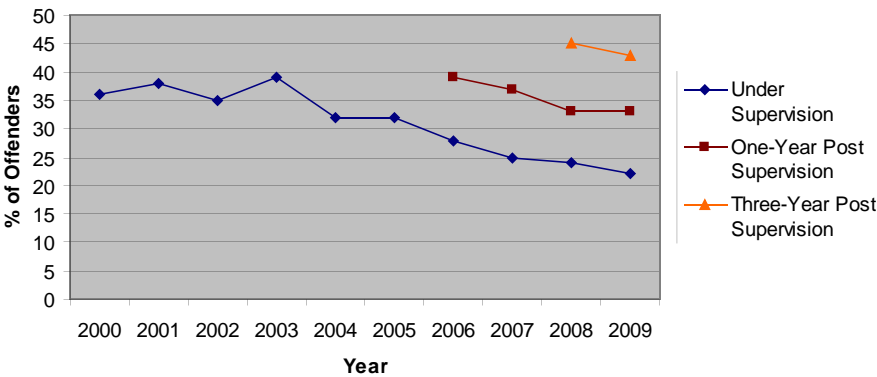




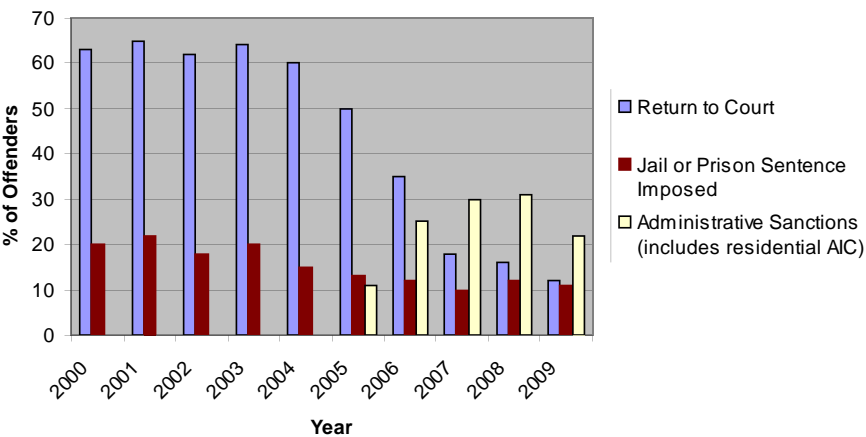
demanding roles was not easy, but I have many positive memories about working for the Department.

This is one of the reasons why I was so enthusiastic six years ago when Chief Jimeno's predecessor, Chief Rawlings, came to see me soon after I was elected governor. He told me that we were going to work together to improve community safety, which excited me, and that we were going to do it in a whole new way, which I admit made me a bit apprehensive and contributed to more than a few sleepless nights. Chief Rawlings also advised me that the Department already had an EBP Steering Committee that was studying the principles of EBP and considering how the Department could make such a significant shift. I needed convincing about this new strategy for supervising parolees and probationers. After all, I had non-compliant offenders on my caseload when I worked as an agent and I knew how challenging they could be. So, the chief spent the next six months meeting with my criminal justice advisors and bringing in various experts to talk about reducing new crimes committed by parolees or probationers through evidence-based practice. About the same time I started attending meetings of the nation's governors and this phrase evidence-based practice was coming up in almost every meeting. I'll let you in on what I learned: evidence-based practice means incorporating the findings of multiple high quality research studies into our daily work, whether it is substance abuse treatment, mental health care, the issuance of hunting licenses or community supervision.

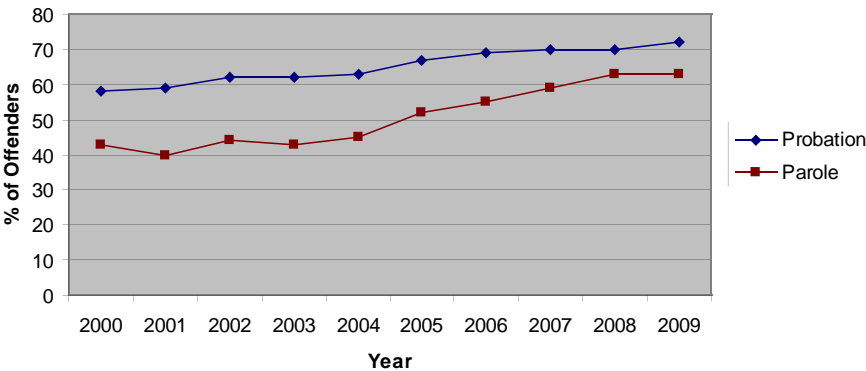
**State Community Corrections  
Arrest for New Felony Offense**



**State Community Corrections Technical Violations**



**State Community Corrections  
Successful Completion of Supervision**





Chief Rawlings offered such a tempting bottom line; based on research and balanced with solid business thinking, that there was no way I could reject his proposal. He told me significantly more people would successfully complete supervision, including full payment of all monies owed to victims and the State. Further, fewer people would be sent to jail or prison for new crimes or for violating the rules of supervision. These positive results would make more resources available for substance abuse and mental health treatment programs, as well as job readiness, job training and placement services, expanded victims services and other valuable programs. One of the most exciting stats was that after five years, our State would have 850 more people working and paying taxes and after ten years that figure would grow to 7500.

Once I was convinced, Chief Rawlings put me to work. We established the State Council on Successful Supervision to build a public-private collaborative to identify strategic goals and objectives as well as benchmarks for measuring progress. We are so fortunate that Dr. Pradeep Chona, the former president of our State university system, agreed to serve as the chairman.

Doing this type of major systems reform during a period of severe resource challenges and cut backs is difficult, but with the assistance and support of all of our state's cabinet secretaries, we were able to rework the budget to support nearly all of the Council's priorities.

Five years ago, the Council encouraged me to introduce legislation requiring the use of evidence-based approaches and measuring outcomes. We then embarked on an education campaign with legislators.

I had a few of those sleepless nights when Chief Rawlings' decided to retire, but he recommended that Deputy Chief Gloria Jimeno be promoted to chief. Under Chief Jimeno's leadership the Department has continued to advance evidence-based practice and is often the agency where researchers come to observe and collect data. Sometimes the Department learns that a particular strategy or program is not meeting expectations, and the Chief and her team immediately take steps to correct the situation.

To me, one of the things that is most exciting is the reception that we now receive from large corporations looking for a place to locate new facilities and grow their businesses. When we approach these companies, we can report decreases in crime, decreases in state spending for correctional facilities, increases in the size of our workforce and increases in our spending for education at all levels. This new approach to community supervision has benefited our State in myriad ways.

Our work is not finished, but we have a roadmap and the legislative, judicial and executive branch commitment to the change process. I am confident that we can count on all of you to share this story with your friends and colleagues.

## IMPLEMENTATION MILESTONES



First Recidivism Reductions Seen



Thank you again for taking the time to be here today. When I graduated from the entry level agent training program many years ago, only a handful of family members were in attendance and there were no representatives from our judicial, law enforcement, treatment or workforce agencies. Your presence today speaks volumes about your commitment and the tangible progress made by our Department of Community Corrections. It also affirms our decision to change the Department's name from "parole and probation" to "community corrections". It is our evidence that redeeming lives requires the collaborative efforts of the entire community.

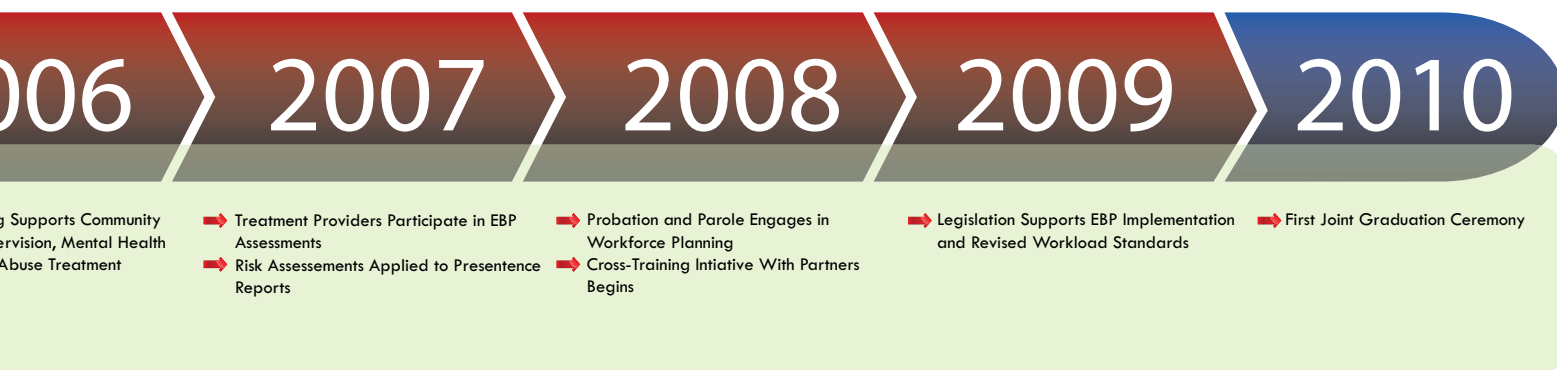
I am very excited to have this opportunity to shake the hand of each and every graduate.

#### CLOSING: SUPERVISION GRADUATES CLASS SPEAKER

*(Chief Jimeno returns to the podium.)* Congratulations to all of the graduates, and thank you again to Governor Jackson for presenting the certificates. We have now come to the closing of our ceremonies and a very special speaker. In preparation for this event, Probation Officers were asked to nominate supervision graduates who had made exceptional progress and who embodied a commitment to productive citizenship. More than 40 were nominated, which speaks to the hard work of those individuals and the respect that their supervising officers have for their efforts. A small committee was charged with the difficult task of selecting a speaker. After much discussion, we invited Rosie Avila to address her fellow graduates. Ms. Avila has worked hard to improve life not only for herself, but also for her young daughter. I will now turn the microphone over to Rosie so she can share her story.

*(Ms. Avila comes to the podium)* Thank you, Governor Jackson, Chief Jimeno, Justice Rogers and guests. My name is Rosie Avila. I am celebrating my successful completion of probation supervision. I have been clean for two years, in the same job for three years and I have earned my GED. I am here with my mother, Carmen, and my four-year-old daughter, Nala, who have been with me throughout this experience.

I had heard a lot about probation before I was placed on supervision, so I thought I knew what to expect. My older brothers told me to keep my head down, pass my drug tests and stay out of trouble. In turn, I would be able to keep my PO off my back.



Recidivism Reduction Benchmark Met

Recidivism Continues to Decline



They told me that the PO just needs to be able to make a good report to the court and if they can do that then everything's fine. If I got arrested, though, they would slam me with a year in jail. I planned to just stay out of my PO's way.

I was surprised when I showed up for my first visit. My probation officer, Orlando Cruz, did talk to me about my obligations to the court and what I needed to do to avoid going to jail. He also asked a lot of questions about me and what was going on with my life. He asked about drugs and what made it hard for me to stay clean. He asked about my friends, my boyfriend and my mom and I talked about the people that helped me out and the people that seemed to mess up my life. And he asked lots of questions about Nala and what I wanted to do to be a good mom. Going in, I had planned to say as little as possible, but I found myself wanting to let Officer Cruz know what was going on with me. When I left that first appointment, I was feeling good and bad at the same time. I felt good that my PO seemed like a reasonable person who cared about my life, but I also had a knot in my stomach and lots of questions going through my head. Would I be able to stay clean so I could take care of my baby? Did I want to count on my boyfriend for money when I knew he got it from selling drugs? What would I do if I let my mom down again and she kicked Nala and me out? I felt like I had work to do, but I had no idea where to start.

For the second visit, Officer Cruz asked if I felt comfortable bringing my mom with me, since she was helping me get on the right track. We went through what he'd learned in the first visit, which I now know was my risk assessment and talked about what I needed to work on: getting off drugs, staying away from people who put me in bad situations, getting my education and maintaining positive ties with my family. Then he surprised me again. I thought he was just going to tell

me what to do, but he made me come up with my own plan, with help from him and my mom. He asked what I wanted most, and I said I wanted to get clean and find a way to pay the bills. Officer Cruz gave me the numbers to some treatment programs, and we practiced what I would say and ask when I called. My mom offered to call a friend about a job in a beauty salon, so we practiced what I might say on the interview. I left with homework, to finish my plan and to get enrolled in treatment and I felt like I knew what I was doing for the first time in a long time.

Over the next few months, Officer Cruz and my counselor, Teresa, at New Horizon Treatment made me work hard. I had to make a lot of decisions about my life and they made sure that I followed through. I got the job at the beauty salon and started taking parenting classes and GED classes. I was busy, so that made it easier to stay away from people, places and things that always got me in to trouble. And, I was making new friends.

Of course, it wasn't easy. About a year into my supervision I started hanging around with my old boyfriend again. I had been clean for eight months and I thought I could handle being around him again, even if he was using. I was wrong. I started getting high again, and doing the same stupid things I used to do. My boyfriend got arrested for DUI while Nala and I were in the car and I was too messed up to even know what was going on. I had already failed a drug test earlier that week and now I had violated the terms of my supervision again. Officer Cruz sent me to jail for five days and it was the longest five days of my life. I'd never been away from my baby for that long, and I was frantic that child protective services might take her away from me. I was losing five days pay and knew that my boss might fire me. Everything I had worked hard for was falling apart.

*I know that the road ahead isn't going to be easy. I still battle my addiction every day, and continue to face new challenges as a mother and as a person. The difference now, though, is that I have the skills to handle those challenges, and I know how to find help if I need it. Officer Cruz and Teresa have prepared me to be successful in the community, and have connected me with people who can continue to support me. And of course, my mother and my daughter continue to remind me why I want to be a good person. I feel ready to make the right decisions.*



Officer Cruz and Teresa met with me when I got out. I was angry about the jail time, ashamed of what I had done and ready to give up on them since I figured they had given up on me. They were patient with me, though and honest. Teresa talked about relapse being part of treatment and the recovery process. Officer Cruz talked about balancing obligations to the court with supporting my recovery. They talked with me about what was going on and helped me focus on my reasons for getting clean in the first place. Then they said the next step was up to me. I got back into treatment, passed my drug tests and most importantly, was able to keep custody of Nala. I have stayed clean ever since and I plan to never see the inside of a jail cell again.

I know that the road ahead isn't going to be easy. I still battle my addiction every day and continue to face new challenges as a mother and as a person. The difference now, though, is that I have the skills to handle those challenges and I know how to find help if I need it. Officer Cruz and Teresa have prepared me to be successful in the community, and have connected me with people who can continue to support me. And of course, my mother and my daughter continue to remind me why I want to be a good person. I feel ready to make the right decisions.

The final important lesson I have learned, though, is to make sure that I celebrate my successes. It reinforces all of the learning and hard work that I invested in the change process. Today is a day for all of us to reflect on what we have achieved. I am very proud of what I have been able to accomplish during the past three and a half years. I know that everyone in this room has worked equally hard and I sincerely hope that all of you take pride in your accomplishments. Congratulations and best of luck to all of the graduates!

## CONCLUDING REMARKS

*(Chief Jimeno returns to the podium.)* Thank you for sharing your experience, Rosie. I think that your words remind us all why we're here. The supervision graduates sitting in this room have repaid their debt to society while also striving to improve themselves. For those who would argue that our community takes a "soft on crime" approach, I think that Rosie's words illustrate just how hard these graduates have worked to truly change their lives and become productive

citizens, and how hard these community corrections professionals will work to support that change.

Thank you all for coming today. I want to wish you the best of luck in all of your future endeavors. I hope that when the road ahead gets rocky that the memory of this accomplishment will help you to move forward. I also hope that this is the first of many celebrations as part of a lifetime commitment to learning and growth. Congratulations. 🎉

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**Meghan Guevara, MPH**, is a Managing Associate for the Crime and Justice Institute, a division of at Community Resources for Justice, Inc. **Judith Sachwald** served as Director for the Maryland Division of Parole and Probation and is now working as an independent consultant.





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Join the leading international organization of professionals dedicated to the concerns of probation, parole and community-based corrections in both the adult and juvenile sectors, the American Probation and Parole Association (APPA).

## Stay current and connected with the following resources available to APPA members:

- **Perspectives** - APPA's quarterly journal filled with timely articles, upcoming events and training, job opportunities and current news.
- **APPA Training Institutes** – participate in a variety of workshops, special sessions, resource exposition and networking opportunities with your peers. Members receive substantial registration discounts.
- **Professional Development Training** – save staff time and money when you select training suited to your agency's needs and delivered directly to you.
- **Information Clearinghouse** – free access for members to find answers to “who, why and where” in community corrections.
- **CC Headlines & More** – receive a free semi-monthly electronic newsletter containing the latest news, training events, job postings and more.

## Your Intangible Benefits

APPA members most often refer to the intangible benefits they receive from their membership when asked what they value most about being a member. Personal and professional relationships are built through connections made with your colleagues as you gain access to your peers on a national level. APPA staff and leadership diligently serve on numerous policy committees and advisory groups that advocate or influence community corrections on a local, state and national level. Members stay connected on the issues facing the community corrections profession and gain increased credibility among peers and the public.

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2010

# APPA AWARDS

*Recognizing Accomplishments*

APPA provides one of the few national awards programs where your peers acclaim your achievements in the community corrections profession. Recognize your peers and effective programming by submitting a nomination for these awards. For more information on APPA awards, call (859) 244-8207.



## Scotia Knouff Line Officer of the Year

Larry J. Bryant

Officer Larry Bryant has been an employee for the State of Oklahoma, Department of Corrections for 19 years. He devoted nine years to the Southeast District community corrections initially as Probation and Parole Officer I and has progressed to Probation and Parole Officer III. Officer Bryant's most noted certifications include his CLEET certification as an Officer with the Antlers Police Department in 1989 where he was recognized as "Class Leader" and "Top Gun". Larry currently manages a caseload of approximately 95 cases and is proficient in Motivational Interviewing (MI). Larry has also served as an outstanding mentor for a number of new officers and has assisted other probation and parole officers in caseload and field work. He has been assigned caseloads located at various sub-offices which were left vacant by retirements, resignations and military leave. Officer Bryant sets the example of a Probation and Parole Officer, with his knowledge and leadership skills as well as his numerous certifications. He was chosen as the Probation and Parole Officer of the Year for the Oklahoma Department of Corrections in 2010. Officer Bryant is a leader in his community and he has a positive effect on the individuals he encounters on both a personal and professional level.

### Scotia Knouff Line Officer of the Year Nominees

#### Eric Cerda

Employment Resources Coordinator/  
Detention Services Officer  
Los Angeles County Probation Dept.  
Los Angeles, CA

#### Scott DeArman

Probation Officer  
Yavapai Juvenile Court Services  
Prescott Valley, AZ

#### Sandra Cumming

SMI Probation Officer  
SMI Homeless Outreach  
Maricopa County Adult Probation  
Phoenix, AZ

#### Raoul L. Williams

US Probation Officer  
US Probation - Eastern Missouri  
St. Louis, MO

## APPA President's Award

Specialized Substance Abuse Supervision (SSAS)  
Nebraska Probation

Nebraska Probation's Specialized Substance Abuse Supervision (SSAS) Program provides felony drug offenders who are either headed for or released from prison the opportunity to address their substance addictions while gaining skills needed to become productive citizens in their communities. SSAS participants more closely mirror inmates as their elevated LS/CMI scores are 23 or greater. Through targeting the specific treatment and programming needs of these individuals, Nebraska Probation is beginning to see more promising outcomes.

SSAS implementation served a number of justice priorities and successfully crossed governmental branches as part of a seamless statewide approach to address not only prison overcrowding but also to provide additional effective sentencing alternatives for Nebraska's judges. It also provides dedicated appropriate services and resources for non-violent, but at high risk to reoffend, probationers and parolees. SSAS integrates with Nebraska's Behavioral Health Public and Private networks and provides significant outcome data for the state's legislators predicated on the value and cost benefit of increasing an offender's ability to become a productive citizen.



## University of Cincinnati Award

Jack Chirieleison

Jack Chirieleison is the Chief Technology Officer for The Lloyd Society in Kensington, MD. His peers recognize him for his diligence and dedication to establishing and improving data management and data reporting systems for probation officers throughout the nation. As a contractor for the Office of Juvenile Justice and Delinquency Prevention for the Census of Juveniles on Probation, Jack was responsible for creating a web-based reporting system for data that is collected under this bi-annual Census of Juveniles on Probation. This national level data collection will provide probation officers with critical information not previously available to them. He spent countless hours contacting individual probation officers in order to determine their exact needs. He did not create a one-size-fits-all data collection mechanism. Instead, he listened to probation officers from many different states, and various sized offices, and created a program that has multiple response formats, multiple reporting options, and multiple trouble shooting opportunities. Although the collection officially closed in December, he has remained available, to respondents for over six months as they struggle to provide the data for this important Census. Moreover, Jack created an interactive component to data collection instrument that allows respondents to review their own data, confidentially, in several formats, including aggregated data reports, graphics reports, and other formats that are valuable tools for POs as they respond to inquiries from state, local, and federal entities.



## Walter Dunbar Memorial Award

Dr. Geraldine Nagy

Serving as the Director of Travis County Adult Probation for the past five years, Dr. Geraldine Nagy has transformed her Department into an Evidence Based organization. She has a solid research background, earning her doctorate in psychology and teaching courses in organizational psychology, statistics and research design at Pacific Lutheran University. Dr. Nagy also spent much of her career as a hands-on practitioner, working with many different stakeholders to devise and put into practice more effective community corrections policies.

As the Director of Travis County Adult Probation, Dr. Nagy demonstrated her collaborative approach by creating a two-year plan to re-engineer the Department toward an Evidence Based Program and implementing it with the help of an independent criminal justice expert, her department administrators and field staff. Dr. Nagy also improved the way Travis County Adult Probation supervises their probationers and has spent the majority of her career helping different types of offenders as well as educating the community on the benefits of probation. She has conducted support groups with high-risk girls and helped inmates suffering from mental illness through crisis counseling.

In balancing the many challenges and complexities of probation, Dr. Nagy has built an infrastructure of knowledge and made key administrative choices that have benefitted Travis County and the profession itself.



## APPA Member of the Year Award

Jean Kuehl

Jean Kuehl is a nationally recognized leader in community corrections and currently serves as the Assistant Director for the 6th Judicial Circuit Department of Corrections in Cedar Rapids, IA. Jean has been in the community corrections field since 1977 and is a long standing member of the American Probation and Parole Association. In 2007 she assumed responsibility for her agency's organizational development, internal investigations and the administration of evidence based practices and training and quality assurance strategies to improve the effectiveness and efficiency of the agency's practitioners. She also has oversight for several Community Corrections Improvement Association programs. Jean's activities in APPA includes serving as a track chair for the Chicago Annual and Myrtle Beach Winter Training Institutes. She has both facilitated and presented at numerous training institutes and is currently Chair of the Community Justice and Prevention Committee. She is a member of the Awards Committee and is a member of the APPA Board of Directors.

# APPA AWARDS

## *Recognizing Accomplishments*

APPA presents several prestigious awards that recognize your most distinguished professional achievements and allow you to share best practice ideas with your peers. Award nominations are accepted twice each year and are presented at the Annual and Winter Training Institutes.

**Nominations are being accepted for the following awards to be presented at the APPA Winter Training Institute in Orlando, Florida, February 27 - March 2, 2011:**

### **Sam Houston State University Award**

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

### **Joe Kegans Award**


This award honors an individual working in community corrections who has provided exemplary services to victims of crime. This distinguished award was established as a tribute to the late Judge Joe Kegans, a founding member of APPA's Victim Issues Committee, who devoted her career as a jurist to bettering the lives of all with whom she came into contact. Nominees for this award may be living or deceased, and preference will be given to community corrections professions or volunteers who have personally experienced criminal victimization and have used that experience to help others.

### **APPA Award for Excellence in Community Crime Prevention**

The APPA Award for Excellence in Community Crime Prevention seeks to recognize community corrections agencies, or community crime prevention programs coordinating with a community corrections agency, that have integrated community crime prevention initiatives into the traditional roles of supervision, intervention and sanctioning of offenders.

### **APPA Community Awareness Through Media Award**

This award recognizes a media broadcast, publication or film capable of reaching a national audience that broadens the public's awareness and understanding of issues in the American criminal justice system in an accurate, fair and balanced manner, through sharing the vision of APPA. Such media coverage has the potential to improve community awareness and understanding of the community corrections profession.



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2010

# APPA AWARDS

*Recognizing Accomplishments*

## Information on Award Nominee:

Name (or name of contact person if program/project or media project) \_\_\_\_\_

Award for whom this person/program is nominated \_\_\_\_\_

Title \_\_\_\_\_

Agency \_\_\_\_\_

Address \_\_\_\_\_

City \_\_\_\_\_ State \_\_\_\_\_ Zip \_\_\_\_\_

Daytime phone \_\_\_\_\_ Fax \_\_\_\_\_

Email \_\_\_\_\_

Name of program/project or media project (if applicable) \_\_\_\_\_

Address (if different from above) \_\_\_\_\_

City \_\_\_\_\_ State \_\_\_\_\_ Zip \_\_\_\_\_

## Nomination Submitted By:

Name \_\_\_\_\_

Title \_\_\_\_\_

Agency \_\_\_\_\_

Address \_\_\_\_\_

City \_\_\_\_\_ State \_\_\_\_\_ Zip \_\_\_\_\_

Daytime phone \_\_\_\_\_ Fax \_\_\_\_\_

Email \_\_\_\_\_

Name of program/project or media project (if applicable) \_\_\_\_\_

Address (if different from above) \_\_\_\_\_

City \_\_\_\_\_ State \_\_\_\_\_ Zip \_\_\_\_\_

## Eligibility

1. Recipients of the APPA awards presented at the Annual Institute are not required to be a member of APPA.
2. Members and non-members of APPA may submit multiple entries in each award category.
3. Nomination entry form and all supporting materials must be submitted by November 22, 2010.

## Award Recognition

In an effort to give each recipient the recognition deserved for such outstanding work, APPA has divided the presentation schedule between the Annual and Winter Institutes. Nominations for awards presented at the APPA Annual Institute are due by November 22, 2010.

## Submit this form along with all supporting documentation by November 22 2010, to:

APPA Award Nominations, American Probation and Parole Association, 2760 Research Park Drive, Lexington, KY 40511-8410, Fax: (859) 244-8001.

Questions concerning APPA Awards may be directed to Mariska Coetzer at (859) 244-8207 or [mcoetzer@csg.org](mailto:mcoetzer@csg.org).





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Marjorie Rist Chief Probation Officer  
Yolo County, CA

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# calendar of events

October 12 - 15, 2010

Regional Child Abuse And Neglect Institute (Cani)  
Residence Inn, Atlanta, GA. For more information, go to:  
[www.ncjfcj.org](http://www.ncjfcj.org)

October 20 – 23 2010

29th Annual Research and Treatment Conference  
Phoenix, Arizona. For more information, log onto  
[www.atsa.com](http://www.atsa.com)

October 23 – 27 2010

AATOD National Conference  
Chicago, Illinois. For more information go to [www.aatod.org](http://www.aatod.org)

October 31 – November 3, 2010

18th Annual ICCA Research Conference on What Works in  
Community Corrections  
Louisville, KY. For more information, log onto  
[www.iccaweb.org/icca\\_2010\\_conference.htm](http://www.iccaweb.org/icca_2010_conference.htm)

November 3, 2010

Emotional Survival for Public Safety, First Responders &  
Emergency Medical Personnel  
Campbell Hall, Pasadena, TX. For more information, go to:  
[www.code4.org/pdf/110310ES.pdf](http://www.code4.org/pdf/110310ES.pdf)

November 4-6, 2010

National Middle School Association 37th Annual  
Conference & Exhibit  
Baltimore, Maryland, Baltimore Convention Center  
For more information, go to [www.nmsa.org](http://www.nmsa.org).

November 17-19, 2010

Promotion of Mental Health and Prevention of Mental and  
Behavioral Disorders  
Washington, DC. For more information, go to  
<http://wmhconf2010.hhd.org>

December 5-8, 2010

Enhancing Judicial Skills in Domestic Violence Cases  
Workshop  
Santa Fe, NM. For more information, please contact Jenny  
Talancon at (775) 784-1662 or [jtalancon@ncjfcj.org](mailto:jtalancon@ncjfcj.org).

January 28 - February 2

ACA Winter Conference  
San Antonio, TX  
For more information, go to: [www.aca.org](http://www.aca.org)

## appa 2011 winter training institute orlando, florida

February 27- March 2, 2011

APPA 2011 Winter Training Institute, Orlando, FL.  
For more information, log onto [www.appa-net.org](http://www.appa-net.org)



**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](mailto:dwebb@csg.org)**



# PERSPECTIVES

the Journal of the American Probation and Parole Association

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