



PERSPECTIVES

the journal of the American Probation and Parole Association

Volume 37

Number 2

Spring 2013



enhancing victim services in probation and parole



American Probation and



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PRESIDENT'S MESSAGE

SCOTT TAYLOR

President

American Probation and Parole Association



ADULT & JUVENILE SUPERVISION: SHARED MISSION, SHARED VALUES

APPA strives to be a gathering place for professionals working in both the adult and juvenile systems. We believe that these systems share more similarities than differences. We have much to learn from each other. An example from my own county demonstrates the benefits of the cross-pollination of innovation between these two systems.

Over 20 years ago, the Multnomah County Juvenile Services Division embarked on a partnership with the Juvenile Detention Alternatives Initiative (JDAI) with the Annie E. Casey Foundation. This work emphasized principles that most community supervision professionals today would quickly recognize as established evidence-based practice. Our juvenile division began assessing youth with standardized risk assessment tools, critically examining which practices were further penetrating youth into the criminal justice system and creating a variety of interventions that went well beyond the traditional use of custody. Their success helped permeate these ideas and practices into our adult system. The accumulation of this cross-learning led to improved public safety outcomes for the entire county.

APPA is dedicated to creating a shared forum and increased learning opportunities that support and engage both adult and juvenile community supervision professionals. To that end, APPA's Juvenile Justice Committee is working on several new initiatives. New information that is targeted for juvenile justice employees is being added to the Discover Corrections website. This website promotes career development and career opportunities for both adult and juvenile justice professionals.

APPA has been partnering with the Office of Juvenile Justice and Delinquency Prevention (OJJDP) and Westat, a research consulting group. Working together in a newly formed workgroup with APPA members, these partners are developing surveys to create more accurate and reliable statistics on juvenile offenders. The goal is to have more accurate and reliable information about the juveniles on probation across the U.S.

APPA is also actively working to ensure that our *Perspectives* magazine continues to include articles that meet the specific needs of juvenile justice professionals. In future issues, look for new features on topics such as adolescent brain development or the unintended consequences of school discipline policies.

There are also many emerging opportunities for cross-learning and collaboration. I recently spoke with leaders in the juvenile justice community to identify issues that were rising

PRESIDENT'S MESSAGE

to the forefront for those professionals supervising youth. The topics that were shared are thoughtful, extensive and entirely relevant to the adult community supervision community:

- Adopting risk-based approaches to assessment and case planning;
- Moving away from a “bricks and mortar” mentality and into our communities;
- Strengthening collaborations with community providers;
- Understanding the relationship between previous trauma and criminal behavior;
- Being responsive to an individual’s needs and strengths;
- Coping with budget reductions.

Everything listed above is also being faced by community supervision professionals in the adult system. And in many ways, this list only begins to scratch the surface of our common goals and shared needs. Wherever your place in the community supervision continuum – adult or juvenile – we can all benefit by increased dialogue, increased communication and collaboration across the divide.

Due to the developmental and intergenerational causes of crime, our missions and pathways will forever be linked. Our goals and our outcomes cannot be realized without both systems excelling in their role in public safety. APPA will continue to operate as a shared resource and provider of mutual respect and support. >>>



Scott Taylor
President, APPA

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EDITOR'S NOTES

BILL BURRELL
Management Consultant



Welcome to the Spring 2013 issue of *Perspectives*. As I write this, we are just a week or so removed from the horrible tragedy of the Boston marathon bombings. Our hearts go out to the victims and their families and to all our colleagues in the greater Boston area.

Our respect, admiration and gratitude go to the many law enforcement officers and agencies who worked together to apprehend the suspects and defuse the crisis in a little more than 100 hours. Clearly the law enforcement community has learned the lessons of September 11, when lack of inter-agency cooperation and information sharing severely limited the effectiveness of the law enforcement and intelligence communities. The Boston attacks were met with a speedy and effective response, with federal, state and local agencies working seamlessly under a unified command.

Our lead article focuses on victim services and community corrections. One cannot help but think of the victims of the Boston tragedy and their many needs for support, assistance and understanding. Services to victims are increasingly a part of the mission of community corrections and are a key way that we can contribute to the goal of community justice. In the article, APPA Research Associate Carrie Abner reviews the work that APPA has done and provides a useful overview of victim services in probation and parole. Once again, APPA has produced a useful set of tools in the form of fact sheets, training curricula and webinars for members to use as they seek to develop their capacity to provide timely, high quality services to victims of crime.

The response to the Boston bombings featured an unprecedented use of social media, both in terms of the identification of the suspects and information about the events and follow-up. This has become emblematic of contemporary society, we are producing unprecedented amounts of information on a daily basis. Much of this information is just "noise", as the statisticians call it but within that noise are also "signals", useful pieces of information that can be of value. The article by Scott Ballock and Greg Prestipino on the National Data Exchange or N-DEx

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EDITOR'S NOTES, CONTINUED

established by the FBI is an excellent example of harnessing the power of technology to sift through the noise to locate the signals. One of the amazing aspects of the Boston investigation was the speed with which investigators were able to pull together the facts and build the investigative fact base. Certainly the power of computer technology was one of the principle drivers of that, as the sharing of information. The N-Dex provides unprecedented access for probation and parole staff to records that can be of great value.

The down side of information sharing and cross-agency access is illustrated in APPA Research Associate Adam Matz's report on a survey of members of APPA and the Association of State Correctional Administrators (ACSA). While the need for information sharing is widely acknowledged, the many challenges that confront correctional staff make the exchange more difficult than it needs to be. Too much of the sharing is paper-based exchanges between individual staff and far too little is through formal, automated data exchange system. The N-DEx model shows the value of such models and APPA is working with its justice partners to advance this cause.

Just as we struggle with the myriad issues related to information sharing, the field continues to grapple with the challenge of evidence-based practices (EBP). As I note in the review of the *Journal of Crime and Justice*, one of the biggest challenges is just keeping up with the ever-growing body of research that comprises the "evidence". In a special issue of the journal, Faye Taxman has edited a collection of the latest research on what she refers to as "science-based

supervision". These articles present a rich array of research projects related to applying science to the supervision of offenders in the community.

Knowing what the "evidence" is and what it means in terms of practice is but half the battle. Implementation of EBP is proving a much larger challenge than identifying what works. In the Research Update, Stephanie Maass presents research on "technology transfer", another term for implementation. Her focus on line officer skills training targets an enormous challenge – providing effective training and coaching to transform how the line probation/parole officer (PPO) conducts supervision. The development of a web-based training program that targets offender assessment and responsivity is an exciting prospect for the future.

In the Safety Update, Bob Thornton discusses a very complicated situation related to search and seizure activities by PPOs. By combining the opinions of the US Supreme Court in a number of cases, he helps show how even well-planned and executed searches can lead to unanticipated situations and new legal questions. Being fully conversant with the relevant case law and seeking guidance from your legal counsel are essential to avoid questionable or illegal practices.

In his President's Message, Scott Taylor emphasizes the shared goals and common concerns that unite staff who work in the adult and juvenile fields. While our jurisdictions find an endless variety of ways to organization community corrections, it is clear that we all share the same goals of restoring those under our supervision to full and

productive citizenship, repairing the harm done to the community and ensuring the safety of our citizens and communities. We have partnered with APPA's Juvenile Justice Committee to increase the focus on juvenile initiatives and innovations in Perspectives. We encourage you, our readers, to bring worthy efforts to our attention and also to consider submitting to Perspectives.

The week or so just passed has been a whirlwind of emotions, fear and faith for all of us. Writing about Boston in this week's New Yorker magazine, George Packer said, "In the minutes, hours and days after the blast, everything seemed to work." Ordinary citizens, first responders and medical personnel rushed to aid the injured, paying

no heed to the risk of further blasts. Law enforcement officials, with the assistance of the public, quickly identified the suspects and despite a couple of harrowing days, ended the incident with one suspect in custody. The "new normal" that we so often hear about will no doubt be with us for the foreseeable future. We look to our fellow citizens and see extraordinary acts of courage in the face of unspeakable horror. I for one am encouraged by our collective response, resilience and resolve.

Without a doubt, we will need it. >>>

A handwritten signature in black ink, reading "Bill Durrell". The signature is written in a cursive, flowing style. The letters are dark and the background is a light, textured grey.

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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 in accordance with the following deadlines:

Fall 2013 Issue – May 21, 2013

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

vision

*where community partnerships are
 restoring hope by embracing a
 balance of prevention, intervention
 and advocacy.*

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Results are measured and direct our service delivery;

Dignity and respect describe how each person is treated;

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

Partnerships with stakeholders lead to shared ownership of our vision.



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



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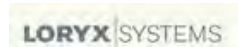
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BAILEY V. UNITED STATES: DOES THIS CASE AFFECT YOUR SAFETY?

DETAINING SUBJECTS INCIDENT TO EXECUTION OF A SEARCH WARRANT

On February 19, 2013, the Supreme Court of the United States decided *Bailey v. United States*¹, which involved the issue of whether *Michigan v. Summers*² can justify detentions beyond the immediate vicinity of the premises being searched.

Michigan v. Summers involved the detention of a defendant as he was walking down the front steps of his house to leave the premises when the police were about to execute a search warrant for narcotics. The police detained Summers, executed the search warrant, and found illegal drugs. Summers was arrested. The issue before the Supreme Court in *Summers* was whether police can seize the resident of a house that is the target of a search warrant. The Supreme Court held that it was reasonable to seize the resident(s) where the police are executing a search warrant.

In 2005, the Supreme Court further expanded or clarified their holding in *Summers* when they decided *Muehler v. Mena*.³ In *Muehler*, officers executed a search warrant at the residence of a gang member known to be armed and dangerous. Upon entry into the premises, officers located the plaintiff and other people. They were detained at gunpoint, handcuffed and held at the residence for 2-3 hours during the search. The Supreme Court held that based upon the danger to the officers at this location (armed and dangerous gang member's residence), the officers acted reasonably in their conduct of handcuffing and detaining the occupants, even those who turned out not be suspects. The above cases are often cited to justify the detention of offenders and/or third parties during probation/parole searches.

The issue before the Supreme Court in *Summers* was whether police can seize the resident of a house that is the target of a search warrant.

*Bailey v. United States*⁴ involved a different type of situation. The facts of *Bailey*, taken directly from the case and reported by attorney Brian S. Batterton of the PACT Legal and Liability Management Institute, are as follows:

At 8:45 p.m. on July 28, 2005, local police obtained a warrant to search a residence for a .380 caliber handgun. The residence was a basement apartment at 103 Lake

Drive, in Wyandanch, New York. A confidential informant had told police he observed the gun when he was at the apartment to purchase drugs from "a heavy set black male with short hair" known as "Polo." As the search unit began preparations for executing the warrant, two detectives were conducting surveillance in an unmarked car outside the residence. About 9:56 p.m., the detectives observed two men, later identified as petitioner Chunon Bailey and Bryant Middleton, leave the gated area above the basement apartment and enter a car parked in the driveway. Both matched the general physical description of "Polo" provided by the informant. There was no indication that the men were aware of the officers' presence or had any knowledge of the impending search. The detectives watched the car leave the driveway. They waited for it to go a few hundred yards down the street and followed. The detectives informed the search team of their intent to follow and detain the departing occupants. The search team then executed the search warrant at the apartment.

The detectives followed Bailey's car for about a mile, and for about five minutes, before pulling the car over in a parking lot by a fire station. They ordered Bailey and Middleton out of the car and did a patdown search of both men. The officers found no weapons but discovered a ring of keys in Bailey's pocket. Bailey identified himself and said he was coming from his home at 103 Lake Drive. His driver's license, however, showed his address as Bayshore, New York, the town where the confidential informant told the police the suspect, "Polo," used to live. Bailey's passenger, Middleton, said Bailey was giving him a ride home and confirmed they were coming from Bailey's residence at 103 Lake Drive. The officers put both men in handcuffs. When Bailey asked



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spotlight on safety

why, one of the detectives stated that they were being detained incident to the execution of a search warrant at 103 Lake Drive. Bailey responded: "I don't live there. Anything you find there ain't mine, and I'm not cooperating with your investigation."

The detectives called for a patrol car to take Bailey and Middleton back to the Lake Drive apartment. One detective drove the unmarked car back, while the other detective used Bailey's set of keys to drive Bailey's car back to the search scene. By the time the group returned to 103 Lake Drive, the search team had discovered a gun and drugs in plain view inside the apartment. Bailey and Middleton were placed under arrest, and Bailey's keys were seized incident to the arrest. Officers later discovered that one of Bailey's keys opened the door of the basement apartment.

Bailey was subsequently charged with a federal drug offense and two federal weapons offenses. He filed a motion to suppress the evidence obtained during his detention (the apartment key from his pocket and his statements) in district court arguing that his detention about one mile (it was later determined to be approximately 7/10 of a mile), was not reasonable under *Michigan v. Summers*. The district court denied the motion to suppress and found the detention was reasonable under *Summers*. Additionally, the district court held that the detention was reasonable under *Terry v. Ohio*⁵; in other words, there was sufficient reasonable suspicion of criminal activity to justify Bailey's detention.

Bailey appealed to the Second Circuit Court of Appeals. They affirmed the ruling of the district court denying the motion to suppress on the grounds that the detention was reasonable under *Michigan v. Summers*. However, they did not discuss whether or not the detention was reasonable under *Terry v. Ohio*.

The Supreme Court of the United States granted certiorari to address the issue presented in Bailey's case because different federal circuits have reached differing conclusions on the issue in this case. Thus, the issue before the Court was does *Michigan v. Summers* allow the detention of occupants of a residence, which is the target of a search warrant, beyond the immediate vicinity of the premises covered under the search warrant?

In analyzing this issue, the Supreme Court began by examining their rationale in *Summers*. The Court noted that in *Summers*, they determined there were three reasons for allowing the detention of the resident. The first reason was safety. The Court stated:

"[T]he execution of a warrant to search for narcotics is the kind of transaction that may give rise to sudden violence or frantic efforts to conceal or destroy evidence," and "[t]he risk of harm to both the police and the occupants is minimized if the officers routinely exercise unquestioned command of the situation."

Thus, the Court reasoned that allowing officers to take "unquestioned command of the situation" provided safety to officers so that they can thoroughly search the location

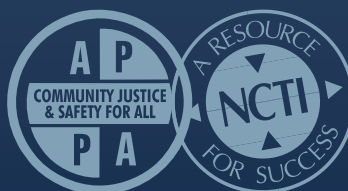
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without fear that the occupants will disrupt them or otherwise hinder their work.

The second reason for allowing the detention of occupants under *Summers* is to aid in or facilitate the execution of the search warrant. This involves two aspects. On one hand, the occupants, if not restrained, could hide or destroy the evidence that the police seek. On the other hand, some occupants may actually assist officers in gaining access to certain things or containers in order to prevent the police from destroying or damaging the container to gain access.

The third reason for allowing the detention of occupants under *Summers* is to prevent flight. The Supreme Court reasoned that the rationale behind this was to protect the integrity of the search and loss of evidence that is related to the purpose of the search warrant. The court opined that if police had to keep close watch of occupants during the execution of a search warrant, they may rush the search or do a less thorough search than if they were allowed to detain the occupants while they conduct a thorough search. The court further stated: "The concern over flight is not because of the danger of flight itself but because of the damage that potential flight can cause to the integrity of the search."⁶

After review of the rationale of *Summers*, the Supreme Court stated that these three reasons were not sufficient to justify a detention of a resident who is no longer in the immediate vicinity of the residence. Specifically, the Supreme Court held: "In sum, of the three law enforcement interests identified to justify the detention in *Summers*, none applies with the same or similar force

to the detention of recent occupants beyond the immediate vicinity of the premises to be searched. Any of the individual interests is also insufficient, on its own, to justify an expansion of the rule in *Summers* to permit the detention of a former occupant, wherever he may be found away from the scene of the search. This would give officers too much discretion. The categorical authority to detain incident to the execution of a search warrant must be limited to the immediate vicinity of the premises to be searched."⁷

To support the holding above, the Supreme Court noted that when a person is detained at the scene of a search warrant, this detention "represents only an incremental intrusion" on a person's freedom when an intrusion has already been authorized by a search warrant.⁸ However, the Court continued, that when a person is detained away from their residence, this represents an additional intrusion beyond what has been authorized by the search warrant. Further, it will likely result in an involuntarily transport back to the residence and a continued detention. The court said that this gives all the appearance of an arrest where the search warrant only authorized a search of a premises.

Further in support of their holding, the Supreme Court then stated, "A spatial constraint defined by the immediate vicinity of the premises to be searched is therefore required for detentions incident to the execution of a search warrant. The police action permitted here, the search of a residence, has a spatial dimension, and so a spatial or geographical boundary can be used to determine the area within which

both the search and detention incident to that search may occur. Limiting the rule in *Summers* to the area in which an occupant poses a real threat to the safe and efficient execution of a search warrant ensures that the scope of the detention incident to a search is confined to its underlying justification. Once an occupant is beyond the immediate vicinity of the premises to be searched, the search-related law enforcement interests are diminished and the intrusiveness of the detention is more severe.”⁹

The Supreme Court did not specifically provide an exact definition of “immediate vicinity” in this case. They did state that factors to consider when deciding if a person is in the immediate vicinity are (1) the lawful limits of the premises, (2) whether the occupant was within a line of sight of the premises being searched, (3) the ease of reentry from the occupant’s location, and (4) other relevant factors.

While the Supreme Court did not set a specific distance for “immediate vicinity” we do know that that the Supreme Court, in *Bailey*, has held that approximately one mile (7/10 of a mile) is not the immediate vicinity which will authorize a detention under *Summers*.

The Supreme Court therefore reversed the Second Circuit and remanded the case back to them to determine if Bailey’s detention was supported by reasonable suspicion of criminal activity and therefore reasonable under *Terry v. Ohio*.

But the *Bailey* case relates to new criminal conduct, not someone on probation or other form of supervision. So, what does this case have to do with probation searches?

In some probation/parole jurisdictions one of the approaches to conducting a search of an offender’s known residence is to have them report to the probation office and then, after informing them of the agency’s intent to conduct a search and questioning the offender about who else may be in the residence and other issues that may relate to officer safety, take them back to the residence and conduct the search. This procedure has been viewed as a way of reducing risks to probation officers and assisting agencies by providing information to officers regarding what may be waiting for them when they return to conduct the search.

In responding to questions that have arisen about the constitutionality of the practice in some federal districts of detaining offenders at a distance from their premises in advance of a search of the premises pursuant to a search condition, the General Council Office of the Administrative Office of The United States Courts stated: “Typically, probation offices with such a policy will call offenders into the probation office and transport them to the premises to be searched. Offices adopting this practice relied upon the Supreme Court’s holding in *Michigan v. Summers*, 452 U.S. 692 (1981), that law enforcement officers may restrain persons absent grounds for arrest when a search warrant is executed on the premises. The Court in *Summers* stated that

spotlight on safety

'a warrant to search for contraband founded on probable cause implicitly carries with it the limited authority to detain the occupants of the premises while a proper search is conducted.' Detention of offenders away from their premises in anticipation of a search based on an extension of the *Summers* rule has long been subject to question.

Thus, the policy in some districts of meeting an offender at a point distant from the premises to be searched, handcuffing the offender and bringing him to the search site would be deemed unconstitutional under *Bailey*. Although evidence obtained in violation of the Constitution is not subject to suppression because the exclusionary rule does not apply to revocation proceedings, *Bailey* exposes officers who misapply the *Summers* rule to *Bivens* (personal) liability if an offender is injured as a result of an unconstitutional detention."

In response to the General Counsel memo, some Federal Judges have opined, but not ruled as of this date, that *Bailey* does not apply to someone under probation or supervised release supervision due to the reduced 4th Amendment expectations (assuming they have a search condition). Obviously, for the General Counsel Office to send out their opinion we can assume they have a different interpretation.

Undoubtedly, in the future this question will be addressed by the Courts. But forewarned is forearmed. If you work in a department that conducts searches and due to the varying law enforcement authority of probation officers, it may be in your best interest to discuss this case with

your prosecuting attorney if one of your search procedures is to take offenders from your office, or a location away from their residence, back to their known residence to conduct a search. >>>A

ENDNOTES

¹ No. 11-770, 2013 U.S. LEXIS 1075

² 452 U.S. 692 (1981)

³ 544 U.S. 93 (2005)

⁴ *Bailey*, 2013 U.S. LEXIS 1075

⁵ 392 U.S. 1 (1969)

⁶ *Id.* at 22

⁷ *Id.* at 23-24

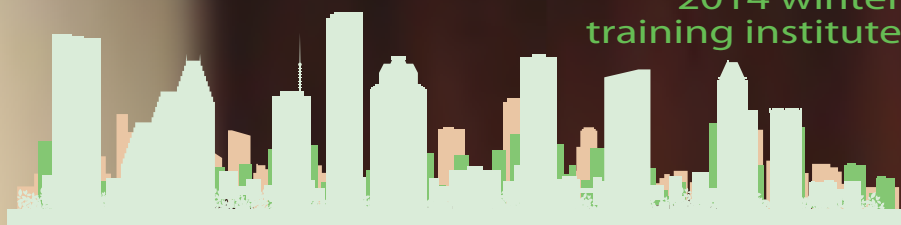
⁸ *Id.* at 24

⁹ *Id.* at 25-26

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RESULTS OF A MEMBERSHIP SURVEY ON INFORMATION SHARING AND CORRECTIONAL PRIVACY PRACTICE AND POLICIES¹

INTRODUCTION

Correctional institutions and community corrections agencies have access to a variety of sensitive information on the individuals they supervise. Justice organizations are compelled to protect such information for moral and legal reasons (e.g., HIPAA).² Given the increasing use of automated case management systems and web-based interfaces, more information is accessible and available online than ever before. For justice agencies, the sharing of pertinent information can be vital for preserving continuity of care and the protection of staff and the public. To effectively meet the information sharing needs of justice organizations and community providers while still protecting the privacy needs of the individual, effective policies and procedures must be implemented, followed and enforced. This article presents information concerning the prevalence of such practices and policies in the field of institutional and community supervision using a survey of the American Probation and Parole Association (APPA) and Association of State Correctional Administrators (ASCA) memberships.³

Based on a convenience (i.e., nonprobability) sample, the following research has limited generalizability to the field and the results should be interpreted with caution (see Babbie, 2007; Dillman, Smyth, & Christian, 2009; Maxfield & Babbie, 1998). That said, this exploratory research can be viewed as informative to current practices. A total of 104 respondents completed the online questionnaire. In terms of respondent characteristics (See Table 1), two questions were asked concerning primary occupational field and population served. Only 63 respondents of the 104 (61 percent) who completed the questionnaire answered these questions. As Table 1 illustrates, the majority indicated working in probation (62 percent) with fewer working in prisons (38 percent), parole (22

TABLE 1: RESPONDENT CHARACTERISTICS (N=63)*

Variable/Attributes	N	%
Occupational Field(s)		
Pretrial	11	17.5
Jail	4	6.3
Probation	39	61.9
Prison	24	38.1
Parole	14	22.2
Other	8	12.7
Population(s) Served		
Juvenile Population	21	33.3
Adult Population	60	95.2

* Categories do not total to 100%, respondents were able to check all that applied. In other words, each row represents the percentage of the total 63 respondents who responded to that specific item attribute. It is common, for example, for fields to combine probation and parole officer functions within one job position. Simply stated, each attribute represents a dichotomous variable.




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percent), pretrial (18 percent) and/or jails (6 percent). Of the 63 respondents, about a third indicated they worked with juveniles (33 percent) and almost all worked with adults (95 percent). Results suggest a mix of institutional and community corrections representation, with a noticeable bias towards adult supervision.

Figure 1: Does your agency routinely share defendant/ offender information with local justice agencies?



PREVALENCE AND MODALITIES OF JUSTICE-TO-JUSTICE AGENCY INFORMATION SHARING

In terms of interagency information sharing the majority of respondents indicated sharing information with other local justice agencies (N=85, 82 percent). The most common method for sharing information was through

personal communication followed by automated exchanges, hardcopy reports and interagency staff meetings. Despite the prevalence of information sharing, when asked about the use of a standardized form (e.g., memorandum of understanding or MOU) the majority of the responses (62 percent) to that item indicated there was no such formal agreement governing the use of supplied information, though a majority did indicate possessing an individual release of information form (e.g., consent/waiver form)

(72 percent). When asked about policies in place, 62 percent indicated there were no policies that prohibited the sharing of information with local justice agencies. Only 14 percent indicated such policies existed and about 25 percent did not know.

Figure 2: Does your agency routinely share defendant/ offender information with state justice agencies?



Looking at state agencies provides a similar picture with 61 percent of respondents to these items

indicating they share information. Unlike with local agencies, however, the most prominent method of sharing information was through automated exchanges followed by personal communication, hardcopy reports and interagency staff meetings. Like local agencies, the majority of exchanges with state agencies did *not* include a MOU (56 percent). In terms of consent or authorization forms, there was an even split between those who possessed such forms (47 percent) and those who did not (47 percent). Similar to local agencies, few indicated the presence of policies that would prohibit them from engaging state agencies in an information exchange.

Regarding the sharing of information with federal justice agencies, there was less clarity with 39 percent indicating they share information, 31 percent indicating they do not share information, and 31 percent who did not know. With federal justice agencies, information was more likely to be shared by personal communication, followed by automated exchanges, interagency staff meetings or hardcopy reports. Like local and state agencies, most exchanges lacked an MOU (67 percent). They also lacked the use of any consent or authorization forms (59 percent). Like both local and state agencies, few indicated any agency policies existed which would prohibit them from sharing information with federal agencies. See Table 2 of the appendix for a full breakdown of survey responses. Figures 1. 2 and 3 display the prevalence of information sharing with local, state and federal agencies.

PREVALENCE AND MODALITIES OF JUSTICE-TO-PROVIDER INFORMATION SHARING

To the item on sharing information with medical service providers about 44 percent of respondents

Figure 3: Does your agency routinely share defendant/ offender information with federal justice agencies?

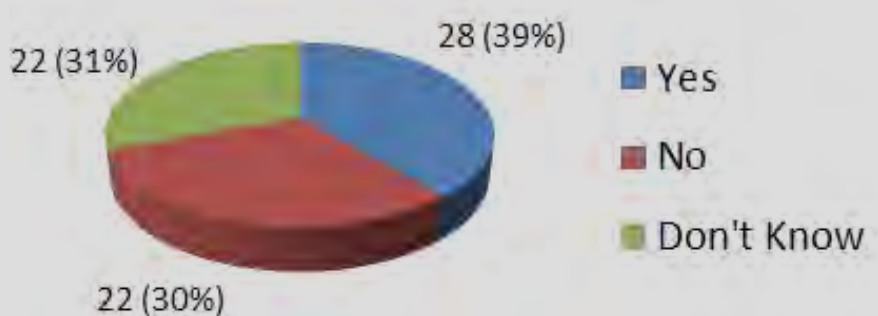
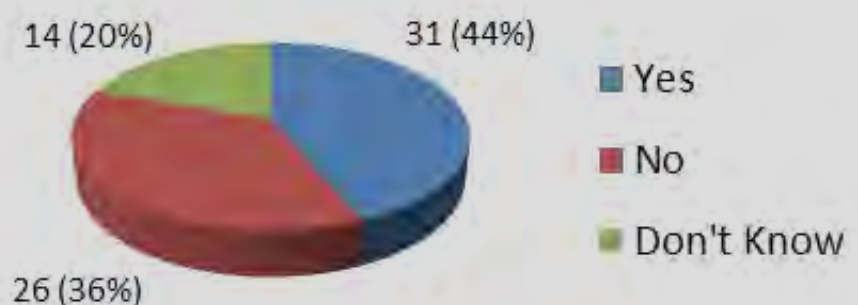


Figure 4: Does your agency routinely share defendant/ offender information with providers of medical services?



technology update

indicated doing so with 37 percent indicating they do not share information while about 20 percent indicated not knowing. With medical providers hardcopy reports were the most predominant method of exchanging information followed by personal communication, automated exchanges and interagency staff meetings. There was an even split between those who indicated possessing

an MOU and those who did not (42 percent respectively). However, unlike the justice-to-justice exchanges likely motivated by legal concerns, 84 percent of those who responded indicated they possessed consent forms for sharing information with medical providers.

Figure 5: Does your agency routinely share defendant/ offender information with community-based providers?



A majority of respondents (63 percent) indicated sharing information with community-based service providers. Personal communication was the most predominant method of sharing information followed by hardcopy reports, automated exchanges, and interagency staff meetings. Similar to medical providers, most of those who responded (61 percent) indicated they lacked a formal MOU. On the other hand, about 80 percent indicated possessing consent or authorization forms. Similar to justice-to-justice exchanges, few were aware of any policies that would prohibit information sharing with medical or community service providers. See Table 2 of the appendix for a full breakdown of survey responses. Figures 4 and 5 display the prevalence of information sharing with medical and community-based organizations.

DISCUSSION

Findings suggest information sharing is most prevalent at the local level and less so at the state or federal level. Also, there is a substantial amount of information sharing between justice agencies and community-based service providers. This bodes well for attempts to improve probationer/parolee outcomes per initiatives such as the Transition from Prison to the Community (TPC)⁴ and Transition from Jail to Community (TJC) (see also Matz, Wicklund, Douglas, & May, 2012).⁵ Further, the primary method of information sharing was largely through personal communication typically followed by automated exchanges or hardcopy reports. Interagency meetings were the least common mode of sharing information. These results appear to suggest that a great deal of information sharing is manual and through

phone or email correspondence as opposed to automated or in-person steering committees. However, it appears the trend is to move towards automation, with exception to medical service providers where the exchange is most likely to be communicated via hardcopy reports. This may be due to the infrequency or brevity of contact between corrections agencies and hospital organizations in relation to community-based providers or other justice organizations. It could also be associated with the use of unique case management systems, as well as distinct terminology and jargon-specific language, which make sharing information across justice and health domains difficult.⁶ The lack of established MOUs, compared to authorization forms, represents the most surprising finding. Results indicate many agencies lack official MOU agreements despite being engaged in various information exchanges.

Given the exploratory nature of the survey, the findings are associated with several limitations. Convenience sampling makes it difficult, if not impossible, to discern how representative the results are to the field at large (Babbie, 2007; Dillman et al., 2009; Maxfield & Babbie, 1998). Further, while data was captured on the prevalence of exchanges with local, state, federal, medical and community-based providers it was not captured if local, state or federal agencies were more likely to exchange information with certain domains than others. Nor was there an attempt to gather data concerning other justice and social health domains' willingness to receive or provide information to correctional organizations.

Finally, a common request from respondents, when asked what assistance may be helpful in the development and management of privacy policies and practices, was the development of guidelines, training and privacy templates. Currently, APPA is working in partnership with the Bureau of Justice Assistance (BJA), ASCA and a variety of other organizations to finalize a privacy policy guidelines and template report. It is hoped the document will be completed by the end of 2013. In addition, the National Center for State Courts (NCSC) has released a website concerning technical privacy training.⁷ Finally, the Global Justice Information Sharing Initiative (GLOBAL) is home to a variety of guidelines and reports pertinent to both information sharing and privacy (see also, Matz, 2012).⁸ Correctional professionals interested in information sharing and privacy policy are encouraged to seek out these valuable resources. >>>

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ENDNOTES

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- 2 Health Insurance Portability and Accountability Act (HIPAA)
- 3 The survey was conducted from March 28, 2012 – May 8, 2012.
- 4 For more information visit <http://www.prisontransition.com/index.htm>.
- 5 For more information visit <http://www.urban.org/projects/tjc/>.
- 6 This is an issue, for example, the National Information Exchange Model (NIEM) is designed to address, for more information see www.niem.gov
- 7 For more information visit <http://www.technicalprivacytraining.org/>.
- 8 For more information visit <http://www.it.ojp.gov/default.aspx?area=globalJustice>.

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APPENDIX

TABLE 2: SURVEY ITEM RESPONSE FREQUENCIES

1) Does your agency routinely share defendant/ offender information with...	Local Justice Agencies		State Justice Agencies		Federal Justice Agencies		Medical Service Providers		Community-Based Service Providers	
	N	%	N	%	N	%	N	%	N	%
Yes	85	81.7	46	60.5	28	38.9	31	43.7	45	63.4
No	6	5.8	12	15.8	22	30.6	26	36.6	15	21.1
Don't Know	13	12.5	18	23.7	22	30.6	14	19.7	11	15.5

2) Does your Agency have a standardized form it utilizes to guide interagency information sharing with...	Local Justice Agencies		State Justice Agencies		Federal Justice Agencies		Medical Service Providers		Community-Based Service Providers	
	N	%	N	%	N	%	N	%	N	%
Yes	16	27.6	12	27.9	7	25.9	13	41.9	14	31.8
No	36	62.1	24	55.8	18	66.7	13	41.9	27	61.4
Don't Know	6	10.3	7	16.3	2	7.4	5	16.1	3	6.8

3) Does your agency have an individual release of information form, to be signed by the defendant/ offender it utilizes to authorize information sharing with...	Local Justice Agencies		State Justice Agencies		Federal Justice Agencies		Medical Service Providers		Community-Based Service Providers	
	N	%	N	%	N	%	N	%	N	%
Yes	42	72.4	20	46.5	7	25.9	26	83.9	35	79.5
No	12	20.7	20	46.5	16	59.3	2	6.5	6	13.6
Don't Know	4	6.9	3	7.0	4	14.8	3	9.7	3	6.8

4) Beyond any legal constraints, are there policies in place at your agency that prohibit the routine sharing of information with...	Local Justice Agencies		State Justice Agencies		Federal Justice Agencies		Medical Service Providers		Community-Based Service Providers	
	N	%	N	%	N	%	N	%	N	%
Yes	9	13.8	6	9.2	6	9.2	10	15.4	12	18.5
No	40	61.5	42	64.6	42	64.6	39	60.0	39	60.0
Don't Know	16	24.6	17	26.2	17	26.2	16	24.6	14	21.5

EXPLORING THE TRANSFER OF KNOWLEDGE INTO PRACTICE

INTRODUCTION

Technology Transfer is the “the process of introducing new technologies, programs or practices into organizations,” (Taxman & Belenko, 2012). A fundamental issue is ensuring that practitioners translate research findings about evidence-based practices (EBPs) into the day-to-day functioning of an organization. The most effective models of technology transfer involve learning and integrating EBPs into existing practice and sustaining the practices over a period of time (Baldwin & Ford, 1988; Newstrom, 1986; Rogers, 1995; Taxman & Belenko, 2012).

Two of the most influential factors for sustaining the use of new practices in an organization are coaching and feedback. Coaching is a process by which a trainee works with a peer, supervisor or external consultant who is a subject matter expert (Showers & Joyce, 1996) to build the trainee’s skills in a new practice (Olivero, Bane, & Kopelman, 1997; Showers & Joyce, 1996). During coaching, the coach and trainee work together either in real or simulated situations to: set goals regarding the use of a new skill, problem-solve issues related to the use of new skills, evaluate the use of skills and integrate feedback into practice (Olivero et al., 1997). Feedback on trainee use of new skills can be in response to either written use of skills, such as on a quiz or test or to observed use of skills (e.g., live or over-the-phone observation, recorded observations). The feedback process includes an evaluation of the trainee’s skills used and a review of that evaluation with the trainee (Bonta et al., 2011; Miller & Mount, 2001; Smith et al., 2007). The goal of coaching with feedback is thus to build the trainee’s proficiency in the use of new skills.

Implementation designs that include continued coaching, feedback, access to course materials or refresher/booster sessions are more effective in sustaining the use of new skills over time (Garavan, Carbery, O’Malley, & O’Donnell, 2010; Miller, Yahne, Moyers, Martinez, & Pirritano, 2004; Taxman & Belenko, 2012). Miller and colleagues (2004) found that coaching and feedback following training helped sustain knowledge gains several months post-training. They also found a quick decay in training gains in the absence of feedback and coaching. This is consistent with other research that shows trainees are likely to learn and retain skills better when they are given feedback (Garavan et al., 2010; Kontoghiorghes, 2001).

To date, among criminal justice agencies the most attention has been given to knowledge development rather than dissemination strategies that focus on changing practice, the alignment of an innovation within the existing practices of an organization or sustainability (Taxman & Belenko, 2012). Traditional designs for implementing innovations within community corrections offices consist of classroom-based workshop-style seminars delivered over a one-

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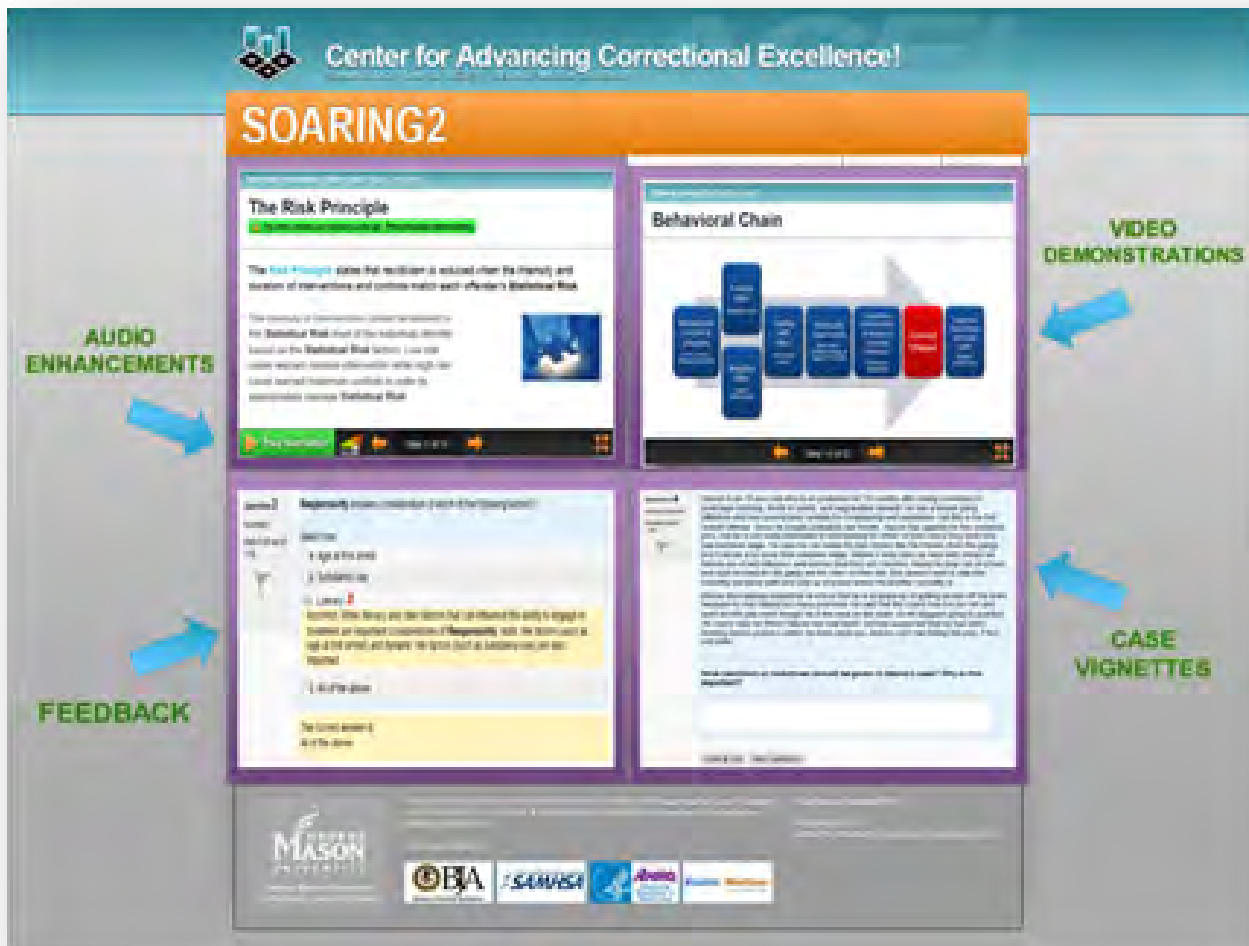
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to three-day period of time (Miller & Mount, 2001; Sholomskas et al., 2005; Walters, Matson, Baer, & Ziedonis, 2005). While this type of one-shot training is common, it is not effective at sustaining the transfer of skills learned in training to practice (Miller & Mount, 2001; Miller et al., 2004; Sholomskas et al., 2005; Taxman & Belenko, 2012) or assisting staff in using the skills on the job (Taxman & Belenko, 2012). Even more so, it is important to identify where the gaps in knowledge and skill development occur to guide the coaching process and to advance strategies to address these issues.

TOOLS TO IMPROVE TECHNOLOGY TRANSFER: SOARING 2

The Skills for Offender Assessment and Responsivity in New Goals (SOARING 2) technology transfer model is designed to build community corrections officers' skills in the use of evidence-based practices and bridge the gap between knowledge learned in training and skills used in practice. The model includes a web-based training program to build knowledge in five areas of EBPs: risk, need, and responsivity; engagement and motivation; case planning; problem solving; and desistance. Within each module, course content is divided into basic, intermediate and advanced lessons to further the knowledge and skill development needs of officers.



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Summer 2014 Issue: February 17, 2014

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The SOARING 2 model contains several features designed to improve the transfer of skills learned in training to practice including: interactive simulations, real-time feedback, printable resources, audio enhancements, video demonstrations and coaching.

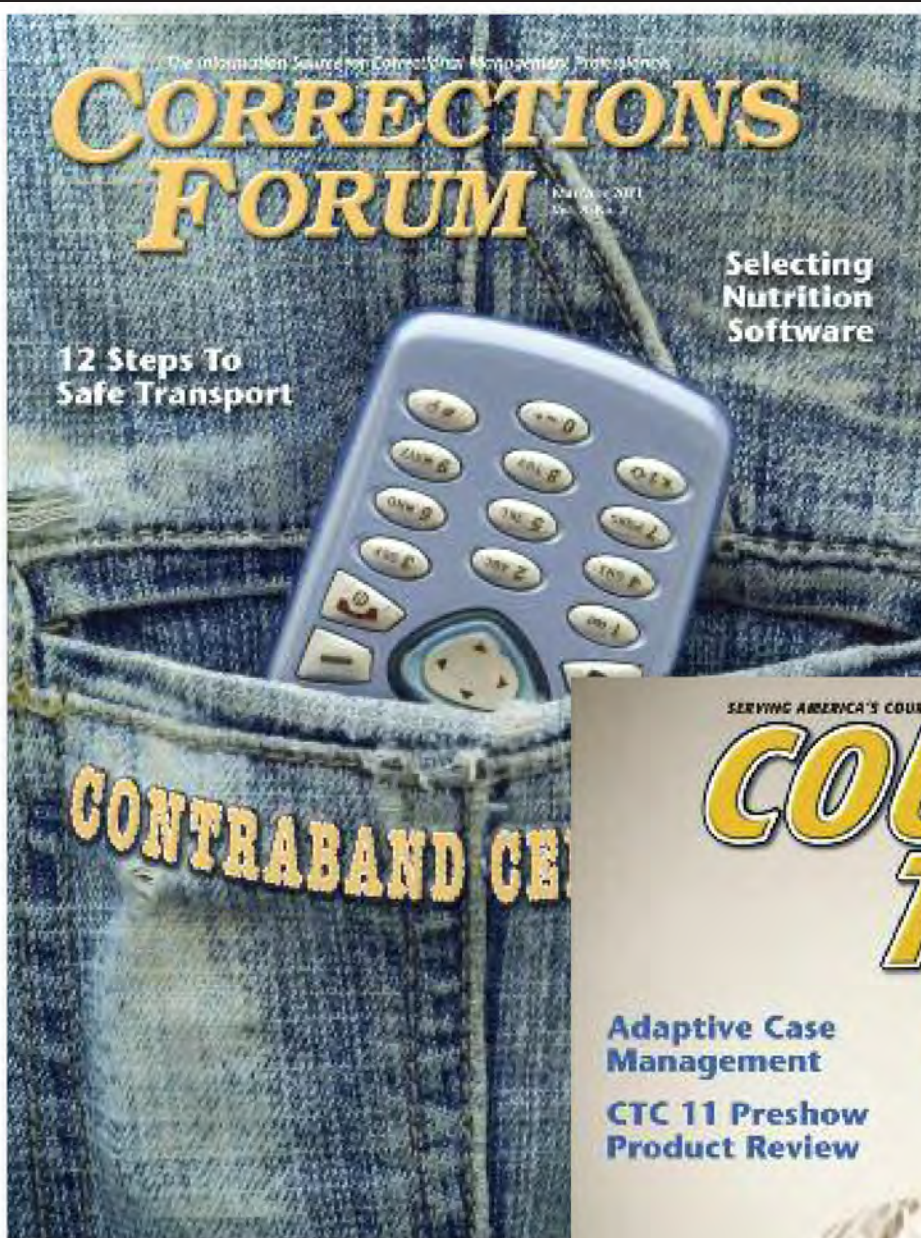
In recognition of different learning styles, the SOARING 2 system includes a number of features to enhance the training experience. Course materials are available as slides that allow users to train at their own pace. Audio and video enhancements are available for individuals who prefer to learn by demonstration. The interactive online simulations allow officers to practice applying the skills learned in training to real situations. Real-time feedback provides a learning moment when users choose an incorrect response option and positive reinforcement when officers choose the correct response. The Resources section of the SOARING 2 training system provides users with continued access to course materials after completion of the modules to facilitate adoption of skills into practice and as-needed training boosters.

SOARING 2 OPPORTUNITIES FOR COACHING

1. Trainee/officer asks coach a question
2. Coach is notified when a trainee/officer fails a quiz 3 times
3. Grading officers advanced/essay quizzes
4. Observations of trainees/officers during client interactions.

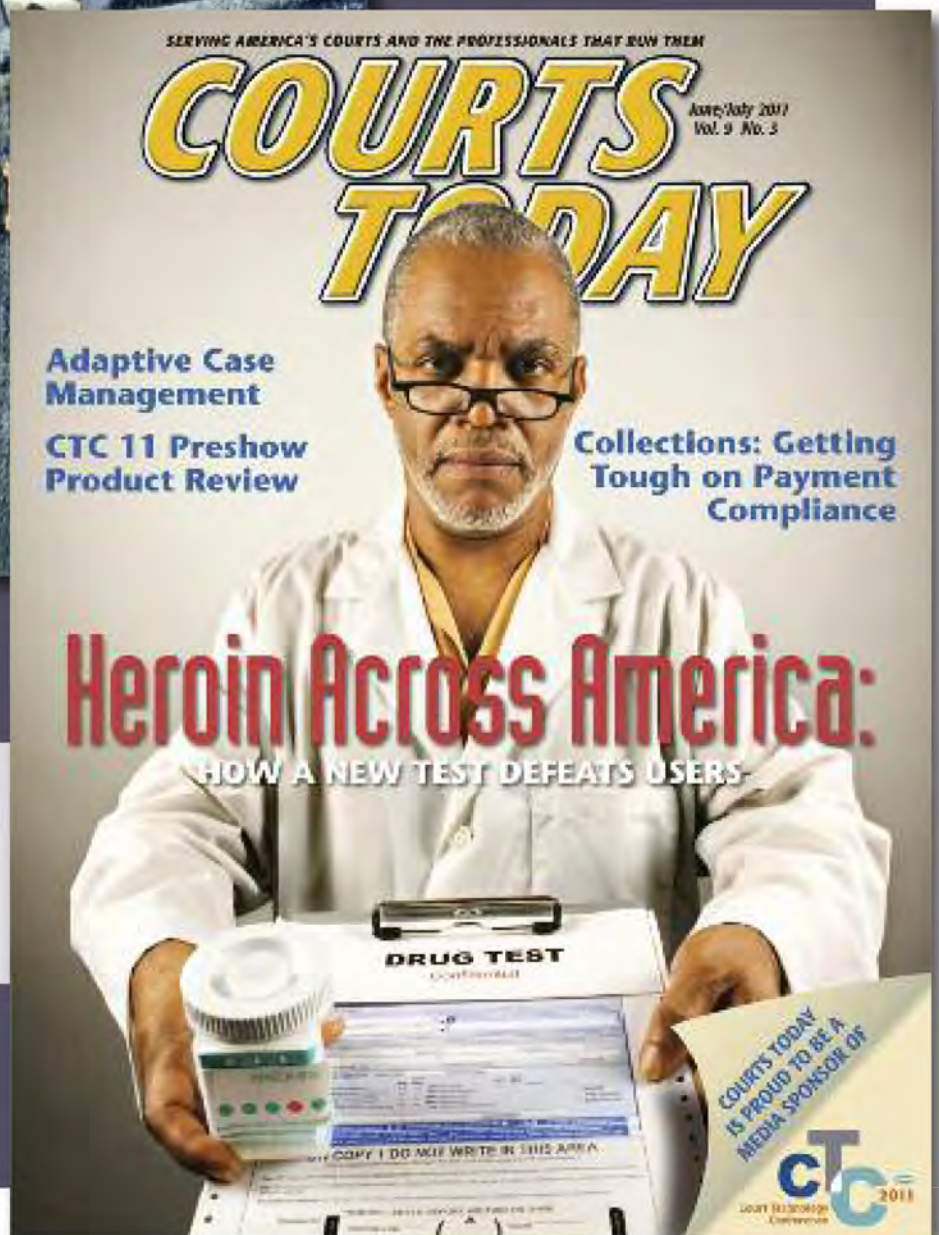
Implementation of the SOARING 2 model involves the creation of internal coaches. Internal coaches can be supervisors, officers with experience being trainers, officers designated as leaders and others. The coaches are trained to be internal experts as part of the SOARING 2 model and to help the organization translate the EBPs presented in SOARING 2 into work activities.

Coaches are available throughout the training process as subject matter experts to answer trainee questions about the course materials and help trainees integrate the skills they learn into supervision practices with offenders. To facilitate interaction between the coaches the model uses two approaches: 1) coaches grade advanced materials and provide feedback to staff; and 2) coaches conduct behavioral observations. Coaches grade trainee quizzes and are notified when one of their trainees receives a non-passing score. When this occurs, the coaches then meet with the trainee to discuss the score so that the trainee understands the material and how it should be applied to practice.



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The coaches also observe staff using a behavioral rating form to help them integrate learned principles into practice. The coaches observe (either in person or over the phone) the trainee with clients three to five times each month they are selected and complete a form rating the use of evidence-based skills during each observation. Coaches review the rating forms with the trainee and offer feedback and advice for improving use of skills in future observations. Coaches provide positive reinforcement and assistance to officers to allow for maximum integration of skills. This also helps improve retention of skills over time. A copy of the rating form and materials is available upon request.

GAPS IN KNOWLEDGE AND SKILLS

Prior to piloting the SOARING 2 system, a sample of probation officers completed a baseline quiz testing their knowledge and application of the training areas. The sample consists of 21 probation officers from state community supervision offices in six different jurisdictions in the United States. The majority of the probation officers who participated in the baseline were male (59.1 percent) and Caucasian (63.6 percent). Participants' average age was 36, with an average tenure of nine years. Less than half of the participants hold an advanced degree (42.9 percent), however, all of them had at least a bachelor's degree.

The quiz consisted of 46-items testing participants' knowledge and application of EBPs with two types of questions; multiple choice questions to test individuals' declarative knowledge of concepts and case vignettes to test individuals' application

of concepts into practice. In general, participants scored higher on their knowledge of materials than in application of skills. The three areas where there was most difficulty in applying the knowledge are: risk, need and responsivity; engagement and motivation; and case planning.

The results of the quiz indicate a gap between knowledge of EBPs and the application of that knowledge into practice. While officers understand the importance of risk and needs, they fail to apply that knowledge to case planning and management decisions with clients. For example, although the officers understand the need to help offenders recognize and avoid their triggers (100 percent of officers answer this question correctly), they consistently struggled to identify ways in which they could help offenders build stabilizers (support factors) and avoid difficult situations (66.7 percent of officers answered this question correctly). These findings are consistent with prior research which shows that knowledge is insufficient and more attention needs to be given to application of skills to case scenarios and typical work-related activities (Miller & Mount, 2001; Miller et al., 2004; Sholomskas et al., 2005).

Supervision officers frequently need to help offenders identify the major criminogenic need that should be prioritized for treatment to change their likely outcomes of supervision. In a case scenario devoted to this issue, the officers often chose supervision mandates from the court or program requirements (e.g. reentry after serving a long sentence, compliance with rules) instead

continued on page 42



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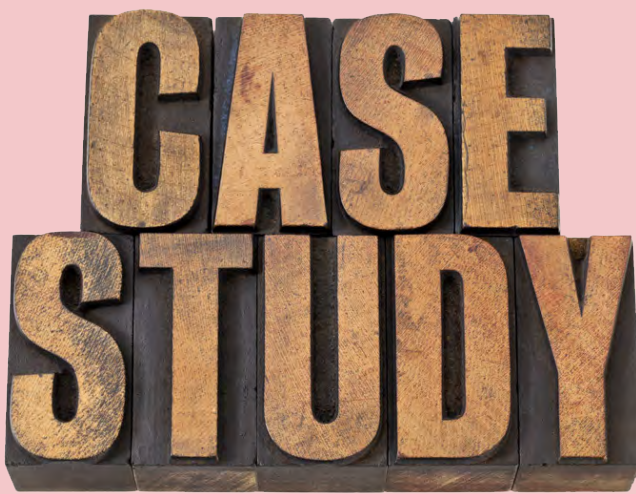
The Council of State Governments/American Probation and Parole Association (CSG/APPA) in partnership with the American Correctional Association (ACA), American Jail Association (AJA) and the Center for Innovative Public Policies (CIPP), with funds from the Bureau of Justice Assistance (BJA) manages the Discover Corrections website.

This project was supported by Grant Nos. 2009-D2-BX-K004 and 2010-DJ-BX-K054 awarded by the Bureau of Justice Assistance. The Bureau of Justice Assistance is a component of the Office of Justice Programs, which also includes the Bureau of Justice Statistics, the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, the SMART Office, and the Office for Victims of Crime. Points of view or opinions in this document are those of the author and do not represent the official position or policies of the United States Department of Justice.

research update

of a specific criminogenic need (e.g. substance abuse, criminal attitudes, criminal peers). The case plan then is focused on requirements and does not necessarily address the factors that affect reoffending. Furthermore, when officers did choose criminogenic needs over supervision requirements, officers were consistently more likely to prioritize substance use instead of other criminogenic needs (e.g. criminal thinking). Essentially, it appears that the fallback is to focus on the use of illicit substances instead of other factors that may pose larger problems for offenders.

Another common area of skill building is to differentiate among low, medium and high risk for reoffending. The tendency is to use offense severity or a risk/needs assessment instrument to identify static risk and criminogenic need factors. However, when asked to classify an offender's risk level from a case vignette without using a risk/needs assessment instrument, respondents consistently over classified offenders to a higher risk level. It appears that officers have difficulty using case information to conceptualize a risk level based on prior



A 36 year old male is on probation for domestic assault. He has a juvenile record for thefts as part of a group of delinquent juveniles. He received probation, which he successfully completed. As an adult, he has one prior prison term (5 years for aggravated assault) and 2 prior jail terms for domestic assault. He reports a long-term poly-substance abuse problem (alcohol and cocaine) which has interfered with employment and relationships. During the assessment and initial case planning meeting he stated his substance abuse is solely and directly related to his record of assaults. He and his partner have reconciled and he recently attended an Alcoholics Anonymous meeting. He feels confident that he is now headed along the right path.

WHAT IS THE MOST IMPORTANT NEXT STEP IN A CASE PLAN FOR THIS OFFENDER?

Typical Answer:

Continue with AA

Correct Answer:

Address attitudes supportive of domestic violence

offenses. Classification into risk level was especially problematic when the offenders were moderate risk, with officers showing a tendency to increase the risk level. This finding presents challenges in managing offenders of different levels of risk in different ways. If officers over classify offenders, they may place inappropriate restrictions during supervision, which can actually have a criminogenic effect (Lowenkamp, Latessa, & Holsinger, 2006).

SOARING AHEAD WITH TECHNOLOGY TRANSFER

The SOARING 2 pilot study examines technology transfer through a variety of measures including pre- and post- surveys about perceptions of the organization, interviews with coaches, observation rating forms, system data and administrative data. Pre- and post-surveys are used to examine officers' perceptions of the organization in which they work before and after the training takes place. The organization's perceived culture, climate, readiness for change, technology and availability of resources can all impact the adoption of an innovation.

Project staff have also collected data from qualitative interviews with coaches to understand perceptions of the SOARING 2 process. During interviews, coaches are prompted to discuss their opinions of the SOARING 2 process, participant reactions to the eLearning system and coaching, give examples of skills being used and responses to officers who are not using skills and any other information they would like to provide. This data can be used to make improvements to the system and identify aspects of the pilot that were perceived as helpful or as a hindrance in the technology transfer process.

The coaches participating in the SOARING 2 pilot study are completing observation rating forms to assess the use of learned skills in client interactions for a randomly selected sample of participants. While these forms are used by coaches to provide structured feedback to the officers, they will also be used to gauge officers' use of skills over time.

The web-based training program compiles a substantial amount of data as participants use the system and complete the training. System data contains valuable information regarding how long it takes users to complete each of the five modules and scores on quizzes in each lesson. This data can also be used to determine if participants continue to use the system after they have completed the training, which is akin to giving themselves boosters as necessary to refresh their knowledge of training materials. The system data will also be used to help identify troublesome lesson materials and quiz questions that may require further clarification or revision upon completion of the pilot.

Finally, each participating jurisdiction is providing administrative data to examine client-level outcomes both prior to and after the SOARING 2 pilot study. This data can be used to supplement the observational data to determine if officers are using learned skills across all of their cases, rather than simply when they are observed. Information will include the number of risk and needs assessments being conducted, frequency and types of contacts with clients of different risk levels, program placement and referrals made and offender outcomes while on supervision.

SOARING 2 offers criminal justice agencies an evidence-based model for technology transfer. It provides officers with the skills they need to both understand and adopt evidence-based practices within an organization by acknowledging that successful skills transfer requires more than just training and knowledge dissemination. In order for an innovation to be successfully adopted and for real change to occur, organizations and their members need to look beyond training to successful integration of skills into everyday practice. »»»

ACKNOWLEDGEMENTS

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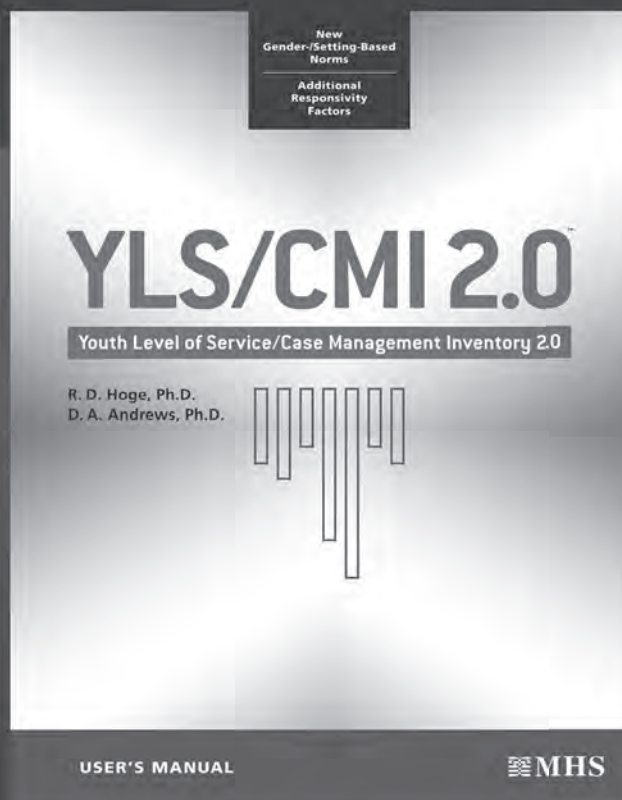
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THE NATIONAL DATA EXCHANGE (N-DEX) PROGRAM: A “FORCE MULTIPLIER” FOR EFFECTIVE COMMUNITY CORRECTIONS PRACTICES.

The American Probation and Parole Association (APPA) <<http://www.appa-net.org>> is committed to “...a fair, just, and safe society where community partnerships are restoring hope by embracing a balance of prevention, intervention and advocacy.” Effective correctional programming relies on credible, reliable and timely information to make recommendations to decision makers, including judges and parole commissioners. Good information is crucial to accomplish the goals of providing effective direction and services for those being supervised and supporting and protecting victims of crime. Historically, these goals have been hindered by the lack of accessibility to law enforcement and criminal justice records.

Changes in legal authority, a cultural shift that promotes the sharing of needed information and the enhanced ability of record and case management systems to share data at the national level have allowed pretrial, probation/parole and community-based corrections professionals access to a powerful new tool. The Law Enforcement National Data Exchange (N-DEX) stands ready to help them enhance public safety and assist with the management of over five million adults under supervision.

In June 2012, the CJIS Advisory Policy Board (APB) authorized probation, pre-trial services, parole, corrections, district attorneys, courts and magistrate offices, custodial

facilities, regional dispatch centers and prosecutor’s offices to participate in N-DEX. It is the first and only national investigative information sharing system that provides pretrial and probation/parole officers the capability to search, link, analyze and appropriately share criminal justice data.

This powerful free tool was developed by the Federal Bureau of Investigation’s (FBI) Criminal Justice Information Services (CJIS) Division through close collaboration with local, state, tribal and federal criminal justice agencies. Fully operational in 2011, N-DEX provides sharing of incident/case report information; pretrial, probation and parole reports; booking and incarceration reports; traffic citations; mug shots; and images of individuals’ scars/marks/tattoos. Later system enhancements resulted in the sharing of pretrial, probation/parole and corrections reports, advanced correlation capabilities, entity resolution, visualization features, subscription and notification features and a collaboration tool.

With more than 166 million searchable records from 4,000 plus local, state, tribal and federal criminal justice agencies (and millions of new records are added weekly), participating agencies quickly realize the value of N-DEX. Further, that value lies not only in the ability to search the records of other agencies, but also in allowing others to view their records. Perhaps more than

any other users, pretrial and probation/parole officers benefit when they share information with other agencies. Using N-DEx, investigators from other agencies can learn of an individual's conditional release status and contact the supervising officer. N-DEx serves as a force multiplier, allowing an officer the help of others in supervising his or her clients.

The FBI did not build N-DEx for its own use. N-DEx was created and is maintained by the FBI on behalf of the nation's criminal justice agencies. The ownership of data submitted to N-DEx always remains with the submitting agency. Agencies decide what data to share, with whom and at what level of openness—always retaining full responsibility, control and ownership of their data.

N-DEx provides agencies with flexible and protective sharing options via a three-tiered, color-coded system. Agency records designated as "green" return results immediately viewable to authorized users. Records designated "yellow" return the record identification number and a point of contact for information from the agency that owns the record. The "red" designation is used by those who wish to use the analytical and cooperative tools of N-DEx but want to restrict the records with sensitive information to officers within their own agency.

Records viewed in N-DEx may be discussed and printed for review by officers. However, *officers must contact the record-owning agency and get permission prior to action upon or secondary sharing of N-DEx information with another agency.*

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This not only assures that data is complete, timely and accurate, but promotes dialogue between law enforcement and pretrial and probation/parole departments.

N-DEx allows participating agencies to detect relationships among people, places, things and events and link information across jurisdictions, in order to “connect the dots” between seemingly unrelated data. A simple query using only a few key words or phrases could return thousands of entries. That’s why N-DEx provides robust filtering and targeted search tools to assist in the management of results.

When a search is conducted, N-DEx returns results that include any related information found within the nationwide system. The N-DEx Integrated Person Entity View gathers information from all of these records and presents it in a structured manner, allowing the user to quickly view all related reports and narratives as a single document.

Pretrial, probation/parole and corrections professionals gather data and analyze it to determine its relevance and credibility. This involves personal interviews and retrieving records from a large variety of sources. An unintended consequence of the growth in sharing opportunities for the criminal justice community is the challenge of sifting through the huge amount of information in these multiple data sources in support of investigation or supervision duties. It is not uncommon for officers to access several different tools each day. To help with what could become information overload, N-DEx offers a powerful notification function to “push” relevant data directly to a user’s inbox. This results in a significant time-

savings to pretrial and probation/parole officers who use the system’s subscription feature to help monitor clients they supervise. Officers can set subscriptions for names, addresses, telephone numbers, or any other unique identifiers of individuals in their caseload. Whenever information matching those identifiers enters the system, the officer will be notified via e-mail that a new record has relevance to their investigation. N-DEx will also notify the officer if another user conducts a search against the same criteria. Through this subscription feature, N-DEx can bring together officers whose cases somehow intersect. By casting a wide net with the subscription feature, officers get the previously unavailable advantage of collaborating with thousands of participating agencies. Investigators from these other agencies serve as additional eyes and ears for the pretrial and probation/parole officer and their records are immediately available for review. This is how N-DEx becomes a force-multiplier for more effective investigation and supervision activities.

In addition to people, officers may query N-DEx for residences, vehicles, license plates, telephone numbers, Internet Protocol addresses, credit cards and crime characteristics, among other identifying elements. N-DEx also allows a search on any key word(s) or phrase(s) that may be associated with a case.

N-DEx returns search results regarding all manner of interaction with criminal justice agencies, not simply arrest reports. N-DEx allows pretrial and probation/parole officers to learn of their supervisees’ associations with known felons. A supervisee, for example, may simply be listed as an occupant in a vehicle driven by another felon and stopped

by law enforcement in another state. Even if no arrest occurs, this is valuable information for the supervision officer.

Collaboration among criminal justice agencies is understood to be the key to effective operations, ensuring a balance of prevention, intervention and advocacy for a safe society. N-DEx promotes this interaction via its collaboration tool. The N-DEx collaboration tool allows users to invite authorized members from other agencies to view and share information in a safe and secure online environment. Pretrial and probation/parole officers, while conducting field contacts, may team with their law enforcement counterparts. The N-DEx collaboration tool allows officers to quickly and securely share pertinent information, including images, videos, charts, graphs, notes, case reports, etc., in a virtual environment as well.

N-DEx has implemented complementary layers of protection to ensure the security and privacy of the information shared through this national investigative information-sharing system. Criminal justice agencies may only use N-DEx in connection with the "administration of criminal justice" as defined by 28 C.F.R 20.3(b). This regulation limits the access, use and dissemination of information contained in N-DEx, including personal identifying information related to suspects, perpetrators, witnesses, victims and criminal justice personnel.

Any criminal justice agency may participate in N-DEx, provided they adhere to national standards for the efficient sharing of data. The N-DEx Program Office provides free technical support to assist agencies in contributing data and providing officers access to the system. To learn how your agency can participate, contact the N-DEx Program Office at ndex@leo.gov.

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Let's face it. Probation, parole and other community corrections professionals wear a lot of hats. Social worker. Law enforcement officer. Drug tester. Counselor. Investigator. Report writer. Compliance officer. Advocate.

And with widespread cuts to community corrections budgets in recent years, the number of hats worn by officers continues to rise. One hat that may be new for many community corrections professionals is that of victim service provider.

A 2011 training needs assessment conducted by the American Probation and Parole Association found that approximately half of the 300 respondents indicated they had a dedicated victim services unit or staff with the primary responsibility of providing programs and services to crime victims. Of those that do not, approximately 85 percent reported that the responsibility to serve victims fell to front-line officers within the agency.

enhancing victim services in probation and parole

By Carrie Abner

The problem? Available training and technical assistance resources designed to help front-line community corrections professionals improve their capacity in serving crime victims have been limited. More than a decade ago, the American Probation and Parole Association, through funding from the U.S. Department of Justice, Office for Victims of Crime (OVC), developed a training curriculum on Promising Victim Related Practices in Probation and Parole. In the years since, few additional resources have been developed to assist community corrections professionals meet the unique needs of crime victims and many aspects of community corrections practice have evolved. In an effort to update and expand the resources developed in the 1990s, APPA has once again partnered with OVC to develop a range of training material and other resources for the community corrections field on promising victim-related practices in probation and parole.

THE ROLE OF COMMUNITY CORRECTIONS IN SERVING CRIME VICTIMS

According to the U.S. Bureau of Justice Statistics, nearly 23 million people were victimized by a violent or property crime in 2011 (Truman and Planty, 2012). The victimization rate for violent crimes increased by 17 percent between 2010 and 2011, as a result of a rise in

PROMISING VICTIM- RELATED PRACTICES FACT SHEET SERIES



In partnership with the Office for Victims of Crime, APPA has published a series of eight fact sheets on topics related to victim services in community corrections settings. This series is designed to be used as reference resources for professionals in probation, parole and other community justice settings. The fact sheets cover a broad range of topics, including:

- The Role of Community Corrections in Victim Services
- Collaboration and Partnerships for Victim Services in Community Corrections
- Family Violence
- Restitution and Other Legal Financial Obligations
- Seeking Victim Input
- Victim Information and Notification
- Victim/Offender Programs
- Workplace Violence

THESE FACT SHEETS ARE AVAILABLE FOR DOWNLOAD ON THE APPA WEBSITE AT WWW.APPA-NET.ORG

aggravated and simple assaults. The same study found that approximately one in four victims of violent crimes last year sustained an injury as a result of the crimes committed against them.

As a direct result of these crimes, victims suffer untold losses from property theft and damage, cash losses, medical expenses, and lost pay due to injuries, participation in the justice process, or other activities related to the crime. Despite the gravity of these losses, however, they do not begin to capture fully the devastating impacts of crime and violence on those who are victimized. Crime is intrusive. It creates a pervasive sense of fear and mistrust. It holds people captive in their homes and negatively affects their overall quality of life—physically, psychologically, and economically. In some cases, sadly, victims are further victimized by a criminal justice system that is ill equipped to meet their needs.

Though the needs of individual crime victims can be varied and often evolve throughout the criminal justice process, there are several common needs among crime victims during the community supervision of the perpetrator. They include:

- Information on the status of their case;
- Information on the status and location of the perpetrator;
- Assistance and referrals to address personal safety issues and security concerns;

- Information about the conditions of community supervision;
- Guidance on what happens in cases of violations of supervision conditions; and,
- Acknowledgment and enforcement of their rights as victims in accordance with the law.

Probation and parole professionals have important obligations for both implementing victims' rights and providing services to crime victims. And there are important benefits to both crime victims and community corrections when these obligations are met. When victims are considered "clients" of community corrections agencies, they are more likely to be kept informed and involved and to receive information about and access to community- and system-based services that can help them in the aftermath of a crime. In return, crime victims often are able to share useful information that can be critical to the effective management and community supervision of their perpetrators.

CRIME VICTIMS' RIGHTS

There are over 32,000 laws that define and protect victims' rights at the federal, state, and tribal levels (Edmunds and Seymour, 2006). These laws vary across jurisdictions, so it is important for community corrections professionals to know about the laws within their own jurisdictions, as well as their responsibility for implementation and enforcement.

Generally, however, victims' rights relevant to community corrections include the following:

- Information and notification to keep victims informed about the status of the case, their rights as victims, and available services to assist them;
- The opportunity to participate in proceedings, such as pretrial, sentencing, parole and revocation hearings, among others;
- The opportunity to provide input through victim impact statements, pre-sentence investigation (PSI) and pre-parole investigation (PPI) reports, and at parole release and parole/probation revocation hearings;
- Protection from unwanted contact, harassment, threats, or any potential harm by the defendant and/or convicted offender, including the use of protective orders and safety planning to enhance victim security;
- Restitution to help pay for pecuniary losses resulting from a crime;
- Victim compensation, in cases involving violent crimes; and,
- Enforcement of victims' rights.

An important resource for community corrections professionals on state victims' rights laws is VictimLaw (www.victimlaw.org). This website, developed through support from the U.S. Department of Justice, Office for Victims of Crime, provides a comprehensive, user-friendly, online database of victims' rights statutes, tribal laws, constitutional

amendments, court rules, administrative code provisions, and case summaries of related court decisions that is searchable by topic, term, and/or jurisdiction.

IMPLEMENTING VICTIMS' RIGHTS IN COMMUNITY CORRECTIONS SETTINGS

The methods used to implement victims' rights and services in community corrections settings may vary among jurisdictions depending on victims' rights laws within the jurisdiction, the type of community corrections program or agency that is involved, and the resources available within the community corrections agency.

For instance, some community corrections agencies may have a staff person or unit dedicated solely to the delivery of services and programs to victims of crime. These personnel provide a one-stop shop for crime victims and survivors throughout the community corrections process by offering such services as victim notification, opportunities for victim participation and input, and referrals to community-based services and advocacy programs. For instance, the Victim Services Program at the Court Services and Offender Supervision Agency (CSOSA) of the District of Columbia provides crime victims with information about their rights, delivers technical assistance and orientation to victims and the community about the supervision process, and links victims with appropriate services in the community.

**PARTICIPANTS SPEAK OUT
ABOUT APPA'S TRAINING
PROGRAM ON PROMISING
VICTIM RELATED PRACTICES
IN PROBATION AND PAROLE**

I had the opportunity to attend APPA's "Promising Victim Related Practices in Parole and Probation" training held in Olathe, Kansas in June 2012. The presentation on restitution was so valuable and had such a practical application, that it sparked an initiative to focus training efforts for state parole on the subject of restitution. Based on the framework of the training, several handouts were created/modified to fit the needs of our state, including the Payment Ability Evaluation (budget form), and our own "Enhancing Restitution Collection" training presentation was delivered four months later to state parole officers in Kansas. The goal was to share the key points of the APPA training and put collection strategies and tools in the hands of our supervision officers, where they could do the most good.

Sarah Herrera, a Topeka Parole Officer, attended the Kansas training and began handing out the Payment Ability Evaluation to offenders on her caseload who weren't paying their restitution.

"One offender realized that she was spending more income on her phone service than she was on food and fuel combined. Having her expenses spelled out in black and white gave me a chance to question her spending priorities and then emphasize the importance of paying that restitution."

Another parole officer started asking offenders "What day will you make a payment?" and actually began seeing an increase in payments made. These are small victories, yet still impacting the collection of restitution as a whole.

The APPA training definitely had a positive impact and provided an opportunity to start those important conversations with parole about restitution. It is our hope that this training initiative will also serve as the jumping-off point for further restitution efforts in our state.

Janet Good

Kansas Dept. of Corrections, Office of Victim Services

Many community corrections agencies, however, lack adequate resources to establish and maintain dedicated staff positions to provide victim services. In response to a 2011 training needs assessment conducted by APPA, approximately half of the more than 300 community corrections professionals who participated in the assessment indicated that their agency did not have a dedicated victim services staff person or unit. In such agencies, responsibilities for fulfilling crime victims' rights therefore may fall to individual community corrections officers. This makes it critical that front-line officers and first-line supervisors are aware of the agency's specific obligations to implement and enforce victims' rights. At a minimum, community corrections officers should be prepared to undertake the following activities:

- Informing the victim about the community corrections process and the contact information for the supervising officer;
- Providing instructions on submitting victim input through the Victim Impact Statement and other related processes;
- Providing notification to the victim about significant changes in the case and upcoming hearings or other case-related events;
- Referring the victim to appropriate programs and services available through community-based service providers or other justice programs;
- Providing information to the victim about crime victim compensation

programs that may be available; and

- Enforcing any restitution orders imposed by the court for the offender, and holding offenders accountable for noncompliance.

APPA RESOURCES ON PROMISING VICTIM RELATED PRACTICES IN PROBATION AND PAROLE

Historically, community corrections agencies have focused their efforts primarily on the perpetrators of crime. Although community supervision strategies are aimed at protecting the public as a whole from further victimization through the targeted management of defendants/offenders, the interests of individual victims are often lost among the burgeoning caseloads and accompanying paperwork.

During the 1990s, the community corrections field made important strides in engaging victims of crime, providing critical victim services throughout the correctional process, and developing partnerships with community-based victim advocates. Recent trends for the community corrections field, however, such as increasing caseloads and workloads, combined with declining budgets, threatened the field's progress in this area. New training was needed that prepared front-line officers, rather than specialized victim services staff, to support crime victims and that highlighted new, innovative ways to support crime victims more effectively and efficiently.

With funding from OVC, APPA has worked to develop a number of important resources to fill this gap in training and technical assistance and to assist community corrections agencies and staff to improve their services for and support of crime victims. Through the Promising Victim Related Practices in Probation and Parole initiative, APPA has developed a comprehensive training curriculum designed to provide information and skills development for front-line community corrections officers on a range of topics related to crime victims, including: communicating effectively with crime victims; incorporating victim input into the process; victim notification; and enhancing restitution collection and management. The training program was pilot tested in four sites across the country with a variety of probation and parole agencies and professionals in Portland, OR; Albany, NY; LaGrange, KY; and Olathe, KS. The complete training curriculum package, which includes an instructor's manual, participant manual, presentation slides, and handouts, is now available for free download on the APPA web site.

In addition, APPA project staff and consultants have published a series of eight fact sheets devoted to a range of topics related to victim services in probation and parole. See Figure #1 for more information about the APPA

ONLINE TRAINING COURSE ON THE ROLE OF COMMUNITY CORRECTIONS IN VICTIM SERVICES

The American Probation and Parole Association is pleased to announce the availability of a new online course on, "The Role of Community Corrections in Victim Services," made possible through funding from the U.S. Department of Justice, Office for Victims of Crime. This course is designed to provide probation, parole and other community justice professionals with basic information about the role that community corrections agencies play in providing services to those victimized by crime and the strategies that can be used by individual officers to assist crime victims. The course is available for free for a limited time. For more information about the course and additional resources available through this project, please visit the APPA Web site.

Learn



Fact Sheet Series on Promising Victim Related Practices in Probation and Parole.

APPA also delivered a series of three webinar sessions dedicated to victim-related issues. Webinars in the series included sessions on engaging victims in the community corrections process, strategies to enhance restitution collection and management, and preventing and addressing corrections-based sexual abuse in community corrections contexts. Each webinar event was recorded and is available for free viewing on the APPA web site.

Finally, APPA project staff have designed an online course for probation, parole, and other community corrections professionals on the Role of Community Corrections in Victim Services. The self-paced, 90-minute course, which provides basic instruction on the impact of crime on victims, key victims' rights, and community corrections' obligations for implementing and enforcing victims' rights, can be accessed through the APPA web site.

CONCLUSION

Across the country, probation, parole and other community corrections professionals are being asked to do more with less. With budget shortfalls rampant, designated units, like victim services, within community corrections agencies have been the frequent target of cuts, resulting in added responsibilities for front-line community corrections officers. Though it may be a new hat for many community corrections professionals, the role of victim service provider can have a powerful impact—for

crime victims and community corrections, alike.

New APPA resources on Promising Victim-Related Practices in Probation and Parole, funded by the Office for Victims of Crime, are designed to help community corrections agencies and personnel in building their capacities to serve and assist individuals victimized by crime during the community corrections process. Probation and parole processes can be confusing to crime victims and survivors, and community corrections professionals can be vital source of assistance and information that can help victims navigate the criminal justice system more effectively. What's more, engaging victims of crime throughout the community corrections process, while providing clear benefits to victims, can also benefit probation and parole professionals. By considering victims as "clients" of community corrections, agencies gain new opportunities to enhance accountability and reduce recidivism among supervisees.

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REVIEW ESSAY – KEY ISSUES OF SCIENCE- BASED SUPERVISION

Review of the *Journal of Crime and Justice*, v. 35, n. 2, July 2012

Faye S. Taxman, guest editor

by William D. Burrell



The emergence of evidence-based practices (EBP) has redefined the nature and practice of offender supervision. New terminology has entered the lexicon, new programs have been implemented and countless hours of training have been provided. While the ultimate outcome of all of this effort remains to be seen, there is little doubt that many individuals and organizations in our field are actively engaged in efforts to become evidence-based.

One of the unanticipated problems in becoming an evidence-based organization is how to deal with the evidence itself. How does one become conversant with the evidence about what works and what doesn't? How does one keep up to date with the emerging developments? Many will argue that they don't need to know the details. I think it is important for probation and parole staff to be *informed consumers* of the research information that forms the core of EBP. This is particularly important for leaders and policy-makers who will have to make decisions about adoption and implementation of EBP in their agencies. For implementation to be successful and sustainable, all staff should develop a good grasp of the principles of effective correctional practices.

One of the biggest challenges to being an informed consumer of the evidence on effective supervision practices is simply finding the evidence. Where is it? How can I get access to it?

The research that comprises the base of EBP is usually published in academic and scientific journals that are rarely accessible by the average probation/parole staffer. Articles are published in dozens of journals across many disciplines, so just finding them is a chore. Accessing the articles is also difficult as they tend to be found in college and university libraries or by subscription only. A further challenge is finding the time to read and digest the articles. As a result, it is not hard to understand why being an informed consumer is such a challenge.

A HELPING HAND

To our aid in this information access dilemma comes Faye Taxman, University Professor of Criminology, Law and Society at George Mason University and a long time member of the Editorial Committee for *Perspectives*. Dr. Taxman has made the search for the evidence on effective supervision a little easier with a special issue of the *Journal of Crime and Justice* that she edited in 2012. Entitled "Key Issues of Science-Based Supervision", the special issue brings together many of the leading scholars and researchers working in the field. The articles represent the leading edge of research in several critical areas of probation and parole supervision and, taken together, they present an excellent summary of the issues and challenges we face.

In her introductory article, Dr. Taxman provides a brief, but thorough review of the recent history of research and innovation in the field and sets the context for the articles in the issue. Here she introduces the term "Science-Based Supervision" (SBS). While I am a bit wary of another acronym, in a number of ways SBS provides greater clarity to the core of these reform efforts – they are based on science!

In their article, O'Donnell, Griffith and Banks address the role that the federal Bureau of Justice Assistance is playing in strengthening community corrections. They use the phrase "building capacity", which is an apt term for much of the work that is ongoing with EBP. Using strategies, techniques and interventions that have been scientifically validated can only increase our capacity to be effective and to ensure that our staff are equipped with the tools they need. We cannot afford to continue with practices that do not work.

REFRAMING SUPERVISION

One of the core elements of the EBP model for offender supervision is the Risk/ Need/ Responsivity (R/N/R) model. The first two of these principles are well accepted, however, in my experience, responsivity has always been a bit fuzzy in terms of application by the line probation and parole officer (PPO). As I dug deeper into the responsivity literature, things became more clear. Andrews and Bonta (2010) present two types of responsivity, specific and general. Specific responsivity relates to crafting a supervision strategy that is responsive to an individual (specific) offender's temperament, learning style, motivation, culture and gender. This is the type of responsivity that until recently received the most attention (see for example Bogue, et al 2004).

General responsivity relates to the overall approach of supervision, using a social learning approach and cognitive behavioral techniques. It is these elements of general responsivity that I first found attractive in the early work of Don Andrews (Andrews & Kiessling, 1980). Andrews and his colleagues discussed the process and content of

interventions, which included the following elements:

- Effective use of authority
- Role modeling/reinforcement
- Concrete problems solving
- Use of community resources
- Relationship factors

Readers may recognize these as elements of what has become known as Core Correctional Practices (Dowden and Andrews, 2004). These elements have natural and direct applications for the supervision activities of PPOs. It was these elements that first drew me into Andrews' work when I read it many years ago. As we are learning, restructuring supervision based on these principles has significant implications for improving the effectiveness of supervision. The three articles by Bourgon and Gutierrez, Robinson, et al, and Smith, et al, describe various aspects of the three models, including some of the implementation challenges, training and outcomes.

Building on the "what works" research base developed largely by the Canadian psychologists led by Don Andrews and Paul Gendreau, a number of cognitive behavioral supervision models have been developed and are being implemented in the US and Canada. The three most widely implemented models are:

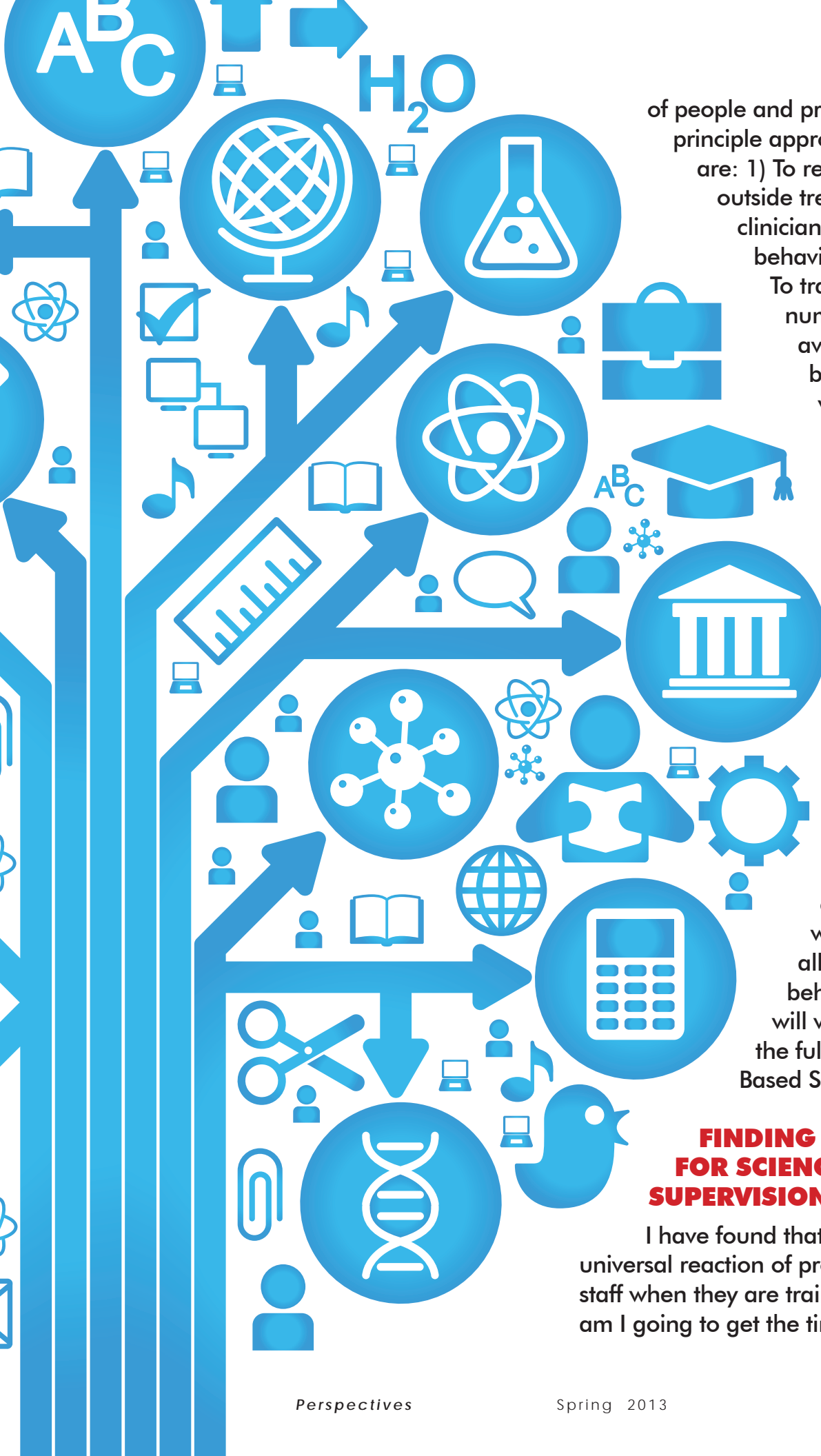
- Strategic Training for Community Supervision (STICS), developed by James Bonta and his colleagues at the Correctional Service of Canada.
- Effective Practices in Correctional Supervision (EPICS), developed by Paula Smith and Christopher Lowenkamp at the University of Cincinnati.

- **Staff Training Aimed at Reducing Rearrest (STARR)**, developed by Christopher Lowenkamp and colleagues in the US Federal Probation system.

These models all retool the supervision process so that each contact is a cognitive behavioral intervention. A number of years ago, Taxman wrote that supervision contacts were “atheoretical”. That is, they were just activities performed by PPOs, but were not linked to any viable, empirically-proven theory of supervision and offender behavior change (Taxman, 2002). With these new models, contacts are imbued with specific purposes that are clearly grounded in a proven theory of behavior change.

EXPANDING THE REACH OF COGNITIVE BEHAVIORAL INTERVENTIONS

One of the intractable problems of cognitive behavioral interventions in probation and parole has been that we have confined them to a limited number



of people and programs. The two principle approaches we have taken are: 1) To refer an offender to an outside treatment program or clinician who uses a cognitive behavioral model, or 2)

To train PPOs in one of a number of commercially available cognitive behavioral curricula, to which PPOs then refer offenders. In both of these scenarios, the PPO with the caseload is not responsible for using cognitive behavioral tools and techniques, because that is someone else's responsibility. This approach will never be able to provide effective supervision to more than a fraction of the caseload. Only when we retool the work of all PPOs to be cognitive behavioral interventions will we begin to realize the full potential of Science-Based Supervision.

FINDING THE TIME FOR SCIENCE-BASED SUPERVISION

I have found that the one, almost universal reaction of probation and parole staff when they are trained on EBP is, "where am I going to get the time to do this?"

They accurately perceive that these new supervision models require longer contacts with offenders. PPOs are generally carrying too many cases and as a result, have too little time to devote to individual offenders. These officers are justified in posing the question about finding the time to do Science-Based Supervision.

Part of the answer to the question of time is found in the article by Barnes, et al, describing research in Philadelphia on the impact of reducing supervision of low risk offenders. Using a randomized controlled trial, the gold standard of evaluation research, they found that placing low risk offenders in large caseloads (n = 400) and reducing supervision did not increase recidivism or pose any increased threats to public safety. This further supports the risk principle which calls for agencies to concentrate on moderate to high risk offenders and to not devote significant resources to low risk offenders. To answer the PPOs' question above, time saved with low risk offenders is where the time for enhanced Science-Based Supervision will be found.

The importance of having sufficient time to deliver supervision in an evidence-based manner is addressed in Jalbert and Rhodes' article about EBP and reduced caseloads. Their research confirms the critical link between caseload size and supervision effectiveness. Reduced caseloads provide the additional time per case that is needed to provide quality supervision. It is important to note that smaller caseloads are necessary, but not sufficient to improve the effectiveness of supervision. PPOs must use Science-Based Supervision techniques in those smaller caseloads.

The second component of the R/N/R model is addressed in Oleson, et al's article about the assessment of criminogenic needs. Structured assessment of an offender's criminogenic needs is the foundation for good case planning and interventions. Staff need quality training on assessments and their performance must be monitored diligently to ensure that they are properly using the instruments and applying the results in the case planning and the supervision process. Failing to identify and then address criminogenic factors is a critical and all too common problem. Supervision cannot be effective if this is not addressed.

VIOLATIONS AND CORRECTIONAL CROWDING

The recent work of the Justice Reinvestment Initiative (Council of State Governments, 2013) across the country has exposed what I call the "dirty little secret of prison crowding". That secret is that a significant portion of the prison population is there not as the result of a sentence for new crime, but rather for a violation of the conditions of parole or probation, very often technical violations. The good news is that many inexpensive, effective and easy to use tools have been developed to reduce technical revocations without jeopardizing public safety. The three articles by Rudes, Turner, et al and Makarios, et al describe efforts to address technical violations of parole. The encouraging part of the Justice Reinvestment model is that the savings resulting from reducing prison population can be redirected to enhance community supervision through Science-Based Supervision.

In the wake of the Connecticut school shootings in December of last year, the news from the political arena is full of discussions of the need to provide more assistance and services to those with mental illness. Providing effective supervision to persons with mental illness who are on probation or parole poses a significant challenge. Rarely are adequate services available in the community and as a result, the burden falls to the PPOs to do the best they can with people who need more help. Another long time member of the Perspectives Editorial Committee, Arthur Lurigio, and his colleagues, provide a concise and useful summary of the research concerning specialized probation programs for offenders with mental illness. Let's hope the current debates evolve into specific actions and appropriations for programs and services for persons with mental illness, specifically those under our supervision.

SPECIAL OFFER

To facilitate the sharing of this special issue and its valuable information, the journal's sponsor, the Midwestern Criminal Justice Association and the publisher, Taylor and Francis, have made this issue available on-line to Perspectives readers at a discounted rate of \$50.00, which is half the normal cost of an issue.

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