

PERSPECTIVES

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PROBATION/ SUPERVISION PRACTICES AROUND THE WORLD



BE A PA



42nd Annual Training Institute

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president's message

My grandfather left Norway as a young man of 19, immigrating to the United States with hope and a dream to start a new life. He entered New York City and eventually established himself as a commercial painter. One of the stories told about his exodus from Norway was that he was wanted by the local authorities.

While my grandfather never had a desire to return to his homeland, his granddaughter, me, had a more international perspective. Growing up overseas, I had the good fortune of traveling to many countries and experiencing different cultures, languages, customs and foods. Following my freshman year in college, I took my savings and sold my car to finance a semester abroad, studying and traveling throughout Europe. Career and family eventually made international travel a distant memory. A few years ago, however, I dusted off my passport and my husband and I began traveling abroad. This time, I traveled with the perspective of someone with life experience and an increased curiosity about how other countries addressed social issues.



SUSAN BURKE
PRESIDENT

Last year, while on vacation to Paris, I was fortunate enough to visit with Director Patrick Madigou with Paris Probation. Our visit touched upon the similarities and differences of how the United States and Paris approach the issues of probation and corrections. Similarities included high caseloads, individualized approaches to managing cases, and recruitment challenges. Differences, such as a strong health care system, made drug addiction a medical issue rather than a correctional issue.

Our connection would likely have not been possible were it not for APPA's hosting of the Second World Congress on Community Corrections in Los Angeles in 2015. More than a dozen countries were represented at this convening, and lasting connections were made between people. APPA has always had an international interest in practices across the world. Key members, such as APPA Past President Don Evans and APPA Regional Representative Robert Brown, have broadened their service as informal ambassadors for APPA. They have promoted the Association through exchanging

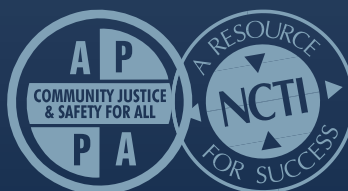
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president's message

ideas, sharing publications, speaking at international conferences and visiting many countries. Mr. Brown is also organizing an international track at our Annual Training Institute in New York City this summer for attendees to learn about community corrections across the world, and identify opportunities for replicating or advancing similar practices in their respective jurisdictions. Our International Relations Committee, under the leadership of Julie Truschel, has been collecting and reporting on probation and parole practices across the world through interviews with foreign government officials. Plans are in the works to further strengthen this exchange.

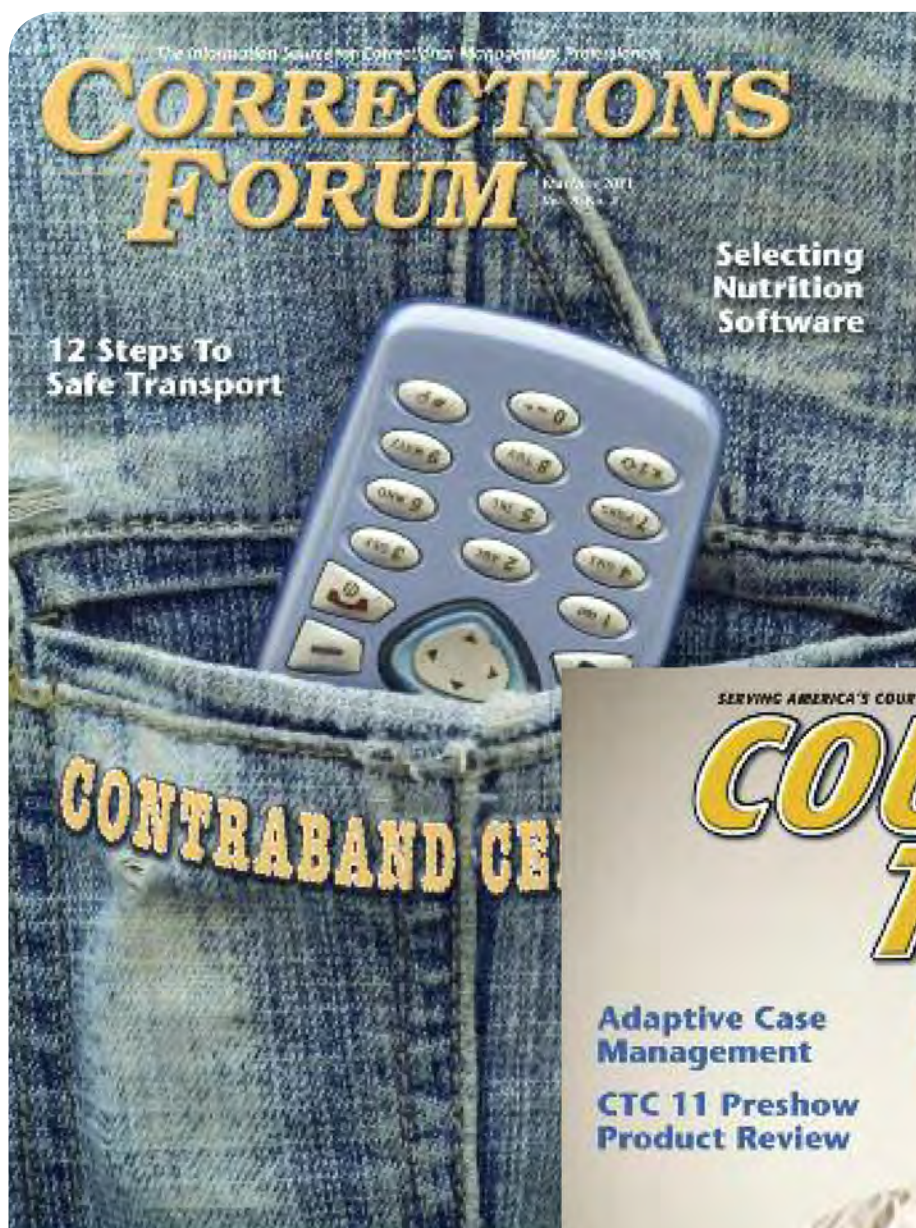
As Japan prepares to host the Third World Congress in September this year, I am reminded of their incredible volunteer probation officer program. Representatives from Japan presented on the program at our 2016 Winter Training Institute in Atlanta. Community elders volunteer as probation officers to mentor, counsel and guide probationers. Each volunteer works with the assigned probation officer but takes on more of a parental role to help the person meet his stated goals. Thousands of such volunteers are active throughout the country, each having been appointed by the Minister of Justice.

Japanese communities also hold a formal welcoming ceremony for individuals returning to their community after having been incarcerated. The ceremony takes place at a local church.

The individual is blessed and community members come out in force to welcome the person home. Having this visible sign of support, along with a volunteer probation officer, has shown positive outcomes and generated long-term success for those participating in the program.

One does not need to travel across the pond or arrive in a new continent to appreciate the diversity of our world. Immigrants and refugees to our country have enriched our communities. And like any community, some individuals do get caught up in the system as defendants, probationers, and parolees. They also, however, achieve success and are represented in our workforce. Not only can we learn from our international partners, we can also learn from those we serve and work beside. Together, we will build safer communities by strengthening families and changing lives.





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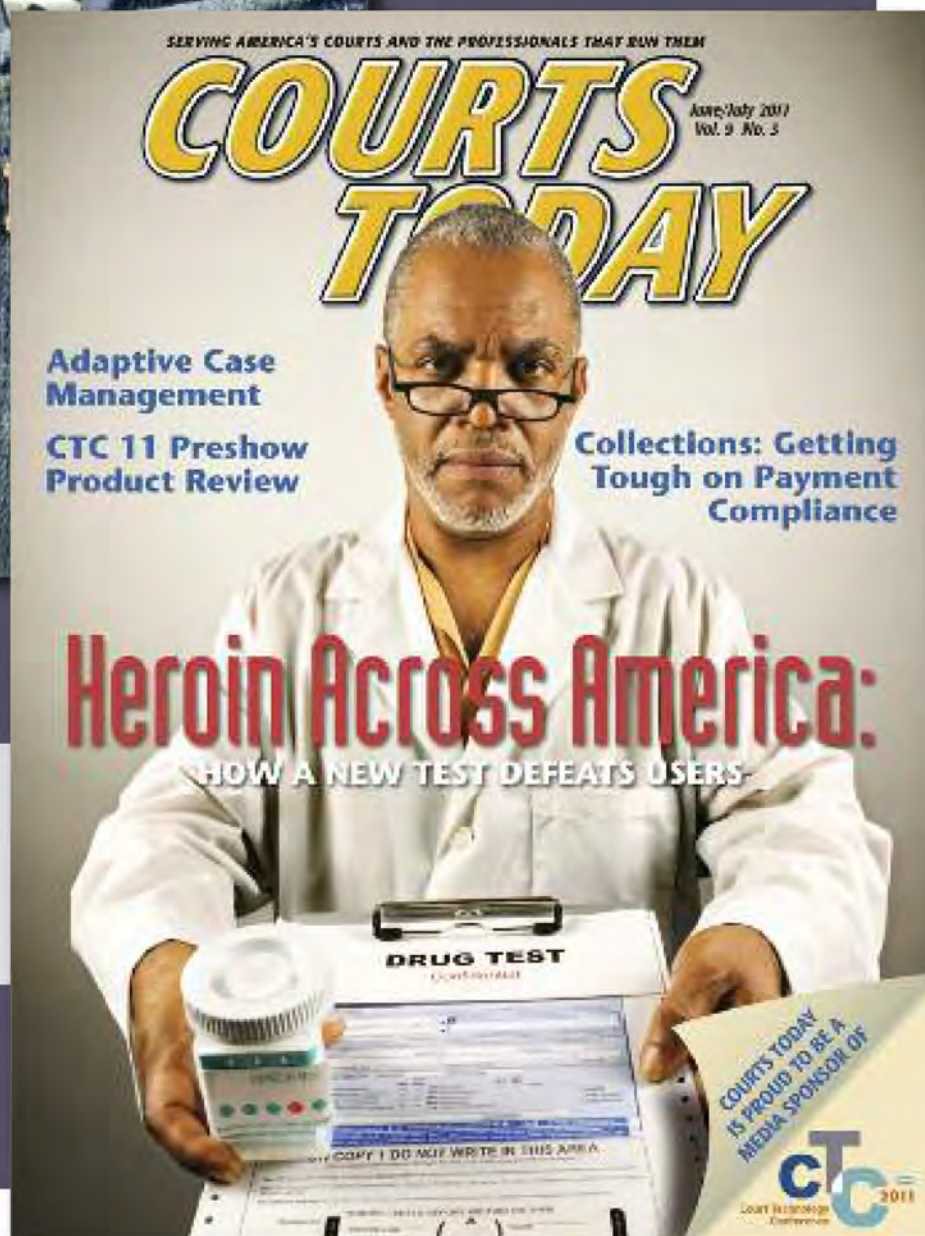


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instructions to authors

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 abroad. 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 can be emailed to perspectives@csg.org in accordance with the following deadlines:

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Unless previously discussed with the editors, submissions should not exceed 12 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 and in American Psychological Association (APA) Style. 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., to (Mattson, 2015, p. 73). Alphabetize each reference at the end of the text using the following format:

Mattson, B. (2015). Technology supports decision making in health and justice. *Perspectives*, 39(4), 70-79.

Hanser, R. D. (2014). *Community corrections* (2nd ed.). Thousand Oaks, CA: Sage.

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FOCUS ON PROBATION/ SUPERVISION PRACTICES AROUND THE WORLD

BY JULIE TRUSCHEL

The APPA's International Relations Committee has had an exciting few years. The first World Congress on Probation was held in London in 2013 and was attended by a small group of APPA members. In 2015 the APPA and the International Community Corrections Association (ICCA) jointly sponsored the second World Congress on Community Corrections in Los Angeles, CA. Up next is the World Congress on Probation to be held in Tokyo, Japan, September 12-14, 2017. Committee members have been directly involved in supporting and planning for that event, and some will be in attendance. What a great forum for sharing information! These events also support our vision of the International Relations Committee, which is three-fold:

- Gather and report international community corrections information
- Build relationships with other nations
- Support authors writing on global-interest topics



During the second World Congress, I interviewed available representatives from the 27 attending countries about local community supervision practices. Since that time, more interviews have been conducted by other committee members. To date, we have collected details from Barbados, Belgium, England and Wales, France, Ireland, Japan, New Zealand, Philippines, Republic of Moldova, and Trinidad and Tobago. An example of information gleaned from these efforts is discovering the Confederation of European Probation, which has a website offering summaries of 36 European countries' probation systems (see <http://cep-probation.org/knowledgebase/>). Reviewing practices in other countries can help us take a closer look at our own systems by exposing readers to new ideas. In recent years, we've come a long way about improving operations, but we can still do better.

In 2006, the Pew Center on the States launched its Public Safety Performance Project (PSPP). The goal of PSPP was to attempt to identify the most effective sentencing and corrections policies and practices that were based on data, were fiscally responsible, and would "protect public safety, hold offenders accountable, and control corrections





For the first time, it seemed, it was more than just those sitting on either side of the probation officers' desks who were expressing strong feelings about correctional practices.

costs" (Pew Center on the States, 2009). After three years of study, the Pew Center on the States (2009) released some shocking data:

...1 in 45 adults in the United States is now under criminal justice supervision in the community, and that combined with those in prison and jail, a stunning 1 in every 31 adults, or 3.2 percent, is under some form of correctional control. The rates are drastically elevated for men (1 in 18) and blacks (1 in 11) and are even higher in some high-crime inner-city neighborhoods.

This sobering information supported the need for changed correctional practices and improved outcomes. Along with our heightened awareness, the news media assisted in making this information available to any interested parties. For the first time, it seemed, it was more than just those sitting on either side of the probation officers' desks who were expressing strong feelings about correctional practices.

Understanding that America has the highest criminally-involved population rate of any developed nation was perhaps a blow to our collective ego, but having that information also provides us with power to effect change. We know from research that "correctional controls" alone will not effect change in individuals' behavior or subsequent recidivism rates. If our intent is to support those criminally-involved individuals as they work toward a socially productive future, what can we do? We can acknowledge this data as accurate and representative of our criminal justice system and use it to guide discussions. We can also exchange ideas about best practices in other countries to improve community supervision outcomes worldwide, including those in America. Table 1 provides an overview of each of the countries whose representatives were interviewed and the core components of their departments.



TABLE 1.

	Jurisdiction	Probation/ Parole	Risk Assessment	Adult /Juvenile	Minimum Education
Barbados	National	Probation only	Yes, LSI-R & YLSI	Combined, officers have separate caseloads	Bachelor's degree
Belgium	National	Combined services	None	Separated	Bachelor's degree
England/ Wales	National	Combined services	Yes	Not specified	Not specified
France	National	Combined services	Yes	Separated	Bachelor's degree
Ireland	National	Separated	Yes, LSI-R	Separated	Bachelor's degree
Japan	National, under Rehabilitation Bureau	Separated	Not specified	Separated	No minimum, uses volunteers
New Zealand	National	Combined services	Yes	Separated	Not specified
Philippines	National	Separated	Yes	Not specified	No minimum, uses volunteers
Republic of Moldova	National	Combined services	Not specified	Combined services	Not specified
Trinidad and Tobago	National	Separated	Yes, LS/CMI	Combined services	Not specified

The Pew Center report may have shined a light on an unpleasant truth and galvanized us into action, but it did not define our future. It is heartening to report recent statistics from the Bureau of Justice Statistics (2017) that show “About 1 in 37 adults (or 2.7% of adults in the United States) was under some form of correctional supervision at year-end 2015, the lowest rate since 1994.” Compared to the 1 in 31 (3.2%) reported in 2009, that’s progress. We continue to improve the design and operations of our criminal justice system, as well as how we work with individuals to lower recidivism rates. The increased rate at which evidence-based practices are being implemented into local practices and measured for fidelity is proof of that change. Nationwide there is more commitment to following the trail of “what works” versus “it’s what we’ve always done.” I propose that there is even more we can do.



We can also take notes from others who have had success within this arena. Toward that end, our International Relations Committee has asked individuals to review collected interviews and analyze the details for programs or practices we might consider for our own systems. In other words, is there a successful practice noted that we can integrate into local operations? Is some nation operating in a way from which we can extract some pointers to a better way of doing business? The implementation of one small change could make a substantial impact. These analyses may not represent the views of the APPA. They are presented, however, as an opportunity to consider successful practices in other countries and further reflect on how we can improve local systems.

It is relatively safe to say that most of us chose our careers because we wanted to make a positive impact in the world. That intent is certainly what has motivated my career. My hope is that this edition will help readers reflect on interesting practices from other countries and encourage thoughtful consideration of how we can work toward improving local practices. Perhaps in doing so, we can further improve the world in which we live.

Lastly, several members of the International Relations Committee contributed to the development of the articles for this issue by conducting interviews, offering analysis, and/or providing content: Susan Burke,

Director of Juvenile Justice Services, Utah Department of Human Services; Manuel G. Co, Administrator/Ex-Officio Member, Philippines Board of Pardons and Parole; Stephanie Gerst, Probation Officer II, Coconino County Adult Probation (AZ); Alisa Mindru, Analytical Activity and External Relations Directorate, Moldova National Probation Inspectorate; Steve Pitts, International and Business Development Manager, National Offender Management Service (UK); Christia Scardino, Administrative Analyst, Multnomah County Department of Community Justice (OR); Kathryn Sofich, Policy and Communications Manager, Multnomah County Department of Community Justice (OR); Scott Taylor, Director, Multnomah County Department of Community Justice (OR); Ray Wahl, Deputy State Court Administrator, Utah State Courts; and Dana Wilks, Probation Analyst, Colorado State Judicial Department.

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BARBADOS

Barbados is an island nation in the eastern Caribbean. Part of the British Commonwealth, the country is home to over 284,000 individuals. In June 2016, Chief Probation Officer Lovell and Deputy Chief Probation Officer Odle sat down to discuss probation services in Barbados.





WHERE DOES PROBATION RESIDE WITHIN YOUR GOVERNMENT STRUCTURE?

The country does not have a parole system; however, probation services are administered by the Judiciary's Ministry of Home Affairs and through a Chief Probation Officer who ensures services are available in the magisterial districts. The organizational framework starts at the top with the Minister of Home Affairs who administers probation through the Chief Probation Officer. The Chief is assisted by the Deputy Chief, who provides direct supervision to senior probation officers, who, in turn, works directly with line level probation officers.

HOW DOES PROBATION SUPPORT WITH ADVANCING BEST PRACTICES?

Probation utilizes the LSI-R and the YLSI for assessing adults and juveniles, respectively. The assessments are used to identify criminogenic needs for case plans and differentiate risk levels for supervision purposes. Officers complete mandatory social inquiry reports on all juvenile cases, while adult pre-sentence investigation reports are optional in the lower court but mandatory in the higher court. The probation officers are generalists in that they are responsible for both court reports and supervision; however, officers are assigned exclusively to adult or juvenile cases. About available interventions, they have several internal programs as well as community-based referrals. For example, the department offers gender-specific programming for 13 to 18 year-olds and has community-based outpatient treatment available at no cost to the probationer. In the last year, they had their first drug court graduate and are currently serving about 15 individuals in the problem-solving court.

HAS PROBATION BEEN IMPACTED BY THE GLOBAL BUDGET CRISIS?

Like many places, Barbados is currently experiencing a recession, and the government is unable to fully fund probation services now. Although there are 17 probation officer positions, several are presently vacant. This means officers are carrying larger caseloads, while continuing to provide a wide breadth of quality services.



QUICK FACTS

BARBADOS

POPULATION

284,000

-BARBADOS HAS THE THIRD OLDEST PARLIAMENT IN THE WORLD, WITH UNINTERRUPTED PARLIAMENTARY GOVERNANCE SINCE 1639.

-THE NAME 'BARBADOS' IS DERIVED FROM THE BEARDED FIG TREES ONCE FOUND IN ABUNDANCE ON THE ISLAND.

-BARBADOS IS ONLY 21 MILES LONG AND 14 MILES WIDE!

[HTTP://BARBADOS.FACTS.CO/
INTERESTINGBARBADOSFACTS/
ABOUTBARBADOSFUNFACTS.PHP](http://barbados.facts.co/interestingbarbadosfacts/aboutbarbadosfunfacts.php)

WHAT ARE PROBATION'S CURRENT WORKLOAD ISSUES?

In Barbados, officers are responsible for a variety of work in addition to typical supervision. A significant portion of adult and juvenile probationers have been court-ordered to complete community service only. The officers are responsible for providing the court with progress and termination reports for this large population. In addition to community service, the probation department carries responsibilities for domestic and civil cases, such as maintenance matters and adoptions.

HOW ARE PROBATION STAFF MEMBERS SUPPORTED BY MANAGEMENT?

The position of probation officer in Barbados used to require a bachelor's degree in social work, but more recently these positions have been opened to those college graduates with a degree in sociology, psychology, or other similar fields.

In the future, probation hopes to acquire advancements in technology and improved research capability. If there were a wish list, management would also like to see more resources allocated to probation. This would include additional probation officers, more training, increased specialization, and deeper outreach to advance outcomes and improve the environment to which individuals return following supervision.



IS THERE ANY OTHER INFORMATION YOU WOULD LIKE TO SHARE?

In discussing the Ministry's work, it was obvious that creating positive working relationships with individuals assigned to supervision is paramount. Chief Probation Officer Lovell described how her department serves as a safety net and provides support for long term success. She noted that it is not unusual for individuals to contact the probation department well after the termination of supervision for support in resolving life's challenges. Officers create a place where individuals can come back to get assistance with ongoing struggles or celebrate milestones.

SUPPLEMENTAL ANALYSIS

In reflecting on this interview, Barbados reminds us of the importance of the working alliance and the "risk principle." Throughout the probation system, officers work to build rapport with probationers, which assists in long term behavior change. As noted, it is not unusual for individuals to continue to seek guidance and celebrate victories with their probation officers long after completing supervision. For individuals who may have had limited coping skills prior to supervision, this ongoing support helps them to meet life's challenges in a pro-social manner, thus reducing their risk of reoffending.

In addition to strong working alliances, Barbados provides an effective example of the "risk principle." The system places a significant number of individuals on a community service caseload, where they are diverted from deeper penetration into the criminal justice system. Minimizing the services provided to these lower risk individuals allows the limited resources of probation to be focused on higher risk probationers. This allocation of resources and an emphasis on strong working alliances allow for a small and understaffed system to provide effective supervision and enhance public safety in their communities.

BELGIUM





WHERE DOES PROBATION RESIDE WITHIN YOUR GOVERNMENT STRUCTURE?

Probation operations were previously run by the federal government via the Ministry of Justice. In 2015, it was reorganized to the regional level of government. Now, each region has its own Probation Services offices which are organized by language communities: 49% Flemish, which is operated by the Department of Welfare, Public Health, and Family; 51% French, which is operated by the General Administration of the Houses of Justice; and 0.5% German, which is operated by the Ministry of the German-speaking Community.

Probation and Parole services are operated out of the same offices and include the National Center for Electronic Monitoring and Victim support. Websites offering more detail for each community are available at: www.justitieuhuizen.be, www.maisonsdejustice.be, and www.dglive.be.

HOW DOES PROBATION SUPPORT WITH ADVANCING BEST PRACTICES?

We are an active member of the Confederation of European Probation (CEP) network, with all services.

HAS PROBATION BEEN IMPACTED BY THE GLOBAL BUDGET CRISIS?

There was significant attrition of all positions from 2011 to 2013, leading to increased caseloads for officers. Processes, standardization, and efficiencies were cut due to loss of personnel.

WHAT ARE PROBATION'S CURRENT WORKLOAD ISSUES?

Of 1,123 employees, there are 772 Probation Officers, 91 employees dedicated to electronic monitoring (EM), and 260 administrators and managers. We have approximately 63,000 active files.



QUICK FACTS

BELGIUM

POPULATION

11,041,266 (2012)

-THE WORLD'S MAIN DIAMOND CENTRE AND SECOND LARGEST PETROCHEMICAL CENTER IS BELGIUM. ALMOST 90% OF RAW DIAMONDS IN THE WORLD ARE NEGOTIATED AND DISTRIBUTED IN ANTWERP.

-FRENCH FRIES OR BELGIUM FRITES ORIGINATED IN BELGIUM AND NOT IN FRANCE AND THESE ARE CONSUMED WITH MAYONNAISE.

-THE SAXOPHONE WAS INVENTED IN BELGIUM BY A BELGIAN NAMED ADOLPHE SAX.

[HTTP://LIFESTYLE.ILOVEINDIA.COM/LOUNGE/FACTS-ABOUT-BELGIUM-1625\](http://lifestyle.iloveindia.com/lounge/facts-about-belgium-1625)

HOW ARE PROBATION STAFF MEMBERS SUPPORTED BY MANAGEMENT?

There is a commitment to focus on training with appropriate budgets. This includes six months of on-the-job training, subsequent basic classroom training, and subsequent specialized training.

IS THERE ANY OTHER INFORMATION YOU WOULD LIKE TO SHARE?

Website for Council of Europe: <http://cep-probation.org/knowledgebase/council-of-europe-rules-recommendations-on-probation>

*For more information, please visit:
<http://cep-probation.org/wp-content/uploads/2015/03/Chapter-Belgium-final.pdf>*

SUPPLEMENTAL ANALYSIS:

Belgium is an active member of the Confederation of European Probation (CEP). Before 2015, probation services were managed by the Ministry of Justice for the federal government. Now the services have been reorganized to a regional level, and each language community has its own Probation Services office. This includes Flemish (49%), French (51%), and German (.5%). The offices handle both probation and parole caseloads. They utilize EM and provide victim support. Belgium was impacted by the global budget crisis and from 2011 to 2013 they absorbed retirements and froze positions, which led to increased caseloads for officers. In 2014, the country had 774 Probation Officers, of which 91 directly handled EM caseloads. There are approximately 63,000 active cases. The country is currently targeting training. This includes six months of on-the-job training, basic classroom



teaching, and any specialized training needed.

Their ability to manage 63,000 cases with a small number of personnel is inspiring. I think their emphasis on training and the six-month time frame devoted to new employees significantly impacts the quality of training and better equips personnel to manage such high volumes. We could work to incorporate that model into our own programs around the country. Initially it may take time

bringing in new hires, but in the long run Belgium's strategy appears to be effective.

Additionally, their devoted cases for EM would be an idea to explore further. Perhaps it would lessen the burden of travel time if officers had technology enabling them to accurately identify where a client is and what the client is doing to meet mandatory minimums for supervision.



Level of Service / Case Management Inventory: An Offender Assessment System



From the publishers of the LSI-R

The most widely used & best validated risk/needs assessments in the world.

- Assessment items that address culturally and gender-informed responsivity factors—such as mothering concerns and adult victimization
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- Evaluates positive offender attributes so that offender strengths may be highlighted and built upon in service delivery

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ENGLAND AND WALES



WHERE DOES PROBATION RESIDE WITHIN YOUR GOVERNMENT STRUCTURE?

The National Offender Management Service (NOMS) is accountable for the way in which probation is run in England and Wales. It is an executive agency of the Ministry of Justice with the two-fold responsibility of managing prison services and overseeing probation delivery. Before June 2014, it handled probation services using a structure of 35 Probation Trusts. However, that date marked a transition to an entirely different structure composed of a newly created National Probation Service (NPS) working in conjunction with 21 Community Rehabilitation Companies (CRCs), each a commissioned, privately run company chosen via a bidding process.

The new public NPS is led by a Director of Probation. The CRCs are led by a Director of Commissioning and Contract Management of Rehabilitation Services. Both report to the NOMS Chief Executive Officer. NOMS commissions electronic monitoring services and some other aspects of delivery separately from the work of the NPS and CRCs.

Under the new system, NPS must make public interest decisions and work to ensure public protection. Its responsibilities include providing advice to courts, managing the offenders who pose the highest risk of serious harm, making breach and recall decisions, overseeing victim services, and managing Approved Premises (i.e., residential facilities). NPS has seven operational divisions (Wales, London, and five other broad geographic regions in England).

In contrast, CRC responsibilities center around the management of most low or medium risk-of-harm offenders, the provision of “through the gate” resettlement services, and the referral to NPS or NOMS of cases of increased risk or those in breach of sentence requirements or license conditions.

HOW DOES PROBATION SUPPORT WITH ADVANCING BEST PRACTICES?

NOMS supports the advancement of best practices through a range of mechanisms, including a very extensive portfolio of procedures based on national and international research and through the work of the Correctional Services Accreditation and Advisory Panel (CSAAP). The expertise of CSAAP’s current and former members—including international expertise—has helped to shape probation practices in England and Wales since the 1990s. The very design of the new National Probation Service was informed by evidence from national and international research.



QUICK FACTS QUICK FACTS

ENGLAND

POPULATION

53,001,000 (2011)

THE FIRST PUBLIC ZOO IN ENGLAND OPENED IN LONDON IN 1829. IT WAS ALSO A WORLD'S FIRST.

IF YOU ATE BREAKFAST IN MEDIEVAL ENGLAND, YOU WERE ALSO OFTEN SERVED BEER.

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WWW.2020SITE.ORG/FUN-FACTS/FUN-FACTS-ABOUT-ENGLAND.HTML

The NOMS body of knowledge regarding best practices is captured through the work of the NOMS Commissioning Strategies Group, set up as part of the process of commissioning CRCs. Materials produced by the group have included “Transforming Rehabilitation: A summary of evidence on reducing reoffending” and “NOMS Commissioning Intentions 2014.” This latter document set out priorities with respect to services NOMS wanted to commission. It focused on delivering effective offender services, enhancing public protection, and giving offenders support to help them reduce reoffending. The commissioning evidence base is itself continually evolving and will be reflected in future commissioning.

CRCs are not required to follow a specific national model of practices. However, a summary of NOMS knowledge base was made available to potential CRC providers during the bidding process, and evidence of their ability to provide effective services was the basis of selection and commissioning of these companies. Service level agreements and contract management also play a role in ensuring needs are met. Importantly, CRCs are both encouraged to innovate to improve and given an inducement to do so. Specifically, payment to CRCs is determined in part by the results they achieve. The impact of a CRC's practices will be captured and rewarded in part through measurements of reoffending.

Other mechanisms to ensure best practices include:

- A new NPS effective practice group that will provide ongoing review of practices and research to support the needs of the NPS.
- A provider rehabilitation forum that is designed to bring together the constituent parts of NOMS—including both the CRCs and voluntary and community sector (VCS)



organizations—to promote evolution of the system. Work of the forum will include a focus on the “user voice” and on core rehabilitative processes. Learning will support continuous improvement of the contributing parts and the whole system.

- A Justice Data Lab within the Ministry of Justice that can provide information and feedback on effectiveness in a way that supports continuous improvement. This lab will facilitate the dissemination of information to relatively small enterprises that might not otherwise easily have capacity for research and evaluation. Providers, including CRCs, can request data from the lab.

It should also be noted that the Probation Institute provides an external and independent center for practice and professional development. Further quality assurance and learning is provided by the independent Inspection Service, specialist reviews of practice, and via the Ombudsman service.

HAS PROBATION BEEN IMPACTED BY THE GLOBAL BUDGET CRISIS?

NOMS was challenged by significant budget cuts. Compared to a baseline budget from 2010-2011, there was a reduction of over 24% in its funding during the subsequent four-year period. In 2014-15, it achieved savings totaling £149 million, and this was on top of £749 million savings between 2011-12 and 2013-14. Across the whole of NOMS, these savings have been made by various means, including wider efficiencies, and this included savings from a major restructure of the NOMS headquarters. A prison capacity management program has worked to ensure the most effective use of the prison estate (including opening new prisons at lower unit cost, including maintenance) and public sector prisons. In specific relation to probation, services have recently been restructured,

QUICK FACTS

WALES

POPULATION

3,063,456 (2011)

-MOUNT EVEREST WAS NAMED AFTER WELSHMAN SIR GEORGE EVEREST FROM GWERNVALE, BRECONSHIRE.

-THE LETTERS K, Q, V AND Z DO NOT APPEAR IN THE WELSH ALPHABET.

-WALES IS BELIEVED TO HAVE MORE CASTLES PER SQUARE MILE THAN ANYWHERE ELSE IN THE WORLD.

WWW.WALES.COM/ABOUT-WALES/FACTS-ABOUT-WALES.HTML



as described above. The new operating model, including payment by results, is expected to deliver critical new services, including the supervision post-release of all prisoners, including those sentenced to less than 12 months, for less cost in future years.

WHAT ARE PROBATION'S CURRENT WORKLOAD ISSUES?

The previous structure of 35 Probation Trusts employed approximately 19,000 staff. At the time of the June 1, 2014, switch to the new National Probation Service and 21 Community Rehabilitation Companies, staff transferred either to one of the 21 CRCs or to the new NPS. Over 8,000 full time equivalent probation staff transferred into NOMS as part of the National Probation Service and over 9,000 full time equivalent staff moved across to the new Community Rehabilitation Companies.

The total caseload of the probation system is about 250,000, including about 80,000 prisoners who are serving sentences in prison but are managed prior to release via "Through the Gate" resettlement arrangements. A program called "Transforming Rehabilitation" involves extending supervision for the first time to virtually all prisoners, including those serving less than 12 months.

Caseloads vary according to the assessed risk level of those being supervised on the caseload. A four-level caseload tier system supports increasing levels of intensity of work, with fewer people managed by each staff member at each of the increasing levels of intensity. The four levels are Punish (including most generally the restriction on liberty imposed by supervision), Help, Change and Control. With the introduction of the NPS/CRC structure, the tier framework will be modified to reflect the differing volumes and risk profiles of the NPS and CRC caseloads.

HOW ARE PROBATION STAFF MEMBERS SUPPORTED BY MANAGEMENT?

Probation Services in England and Wales have a long-established tradition of individual practitioner support provided by line managers. This support includes attention to casework practice (support of reflective supervision) as well as broader aspects of performance management and annual appraisal.

Employee Assistance Programs focus on staff well-being and provide access to support of a more general nature. Continuous professional development regularly reviews learning needs, and staff are linked to systems of both internally and externally provided learning. Practice development is also supported by specialist practice development staff, particularly for staff working in specialist settings or with more complex or higher risk cases. These may be supplemented in some instances by action learning sets.



As a supplement to in-service learning and development, probation staff are supported by an England and Wales Probation Qualification Framework (PQF). The PQF allows staff to progress through ascending levels of qualification. During this process, they receive both academic and line management support. The PQF is being reviewed as part of the new arrangements for probation delivery in England and Wales. The NPS and CRCs, as new organizations, are likely to continue to evolve arrangements for the management support of all staff including probation officers and probation support officers.

SUPPLEMENTAL ANALYSIS:

England and Wales have instituted feedback loops to ensure providers and system partners are up to date on evidence-based strategies. These feedback loops include national and local level advisory groups with checks and balances on performance and outcomes. Most notably, there is a dedicated “effective practice group” that provides ongoing review of research and practice. Additionally, there is a component of results-based compensation in the funding of the private sector CRCs. Focus is placed on reforming the whole system and includes public and private sector partnerships. There is a national data lab as well as an external center for practice and professional development. A final layer of oversight includes an independent inspection for quality assurance and learning opportunities.

Amid budget reductions, savings were achieved by restructuring the national headquarters, increasing efficiencies in public sector prisons, utilizing a prison capacity management program, and targeting contract spending to be more effective. Staffing in the public sector was halved, with most of the people in eliminated positions going to work for the CRCs. Efforts are made to ensure that caseloads are right-sized, and caseload size varies according to risk and need. Focused attention is paid to professional training and development by management, executives, and a national Probation Qualification Framework (PQF) to ensure staff success and better outcomes for the community.

From England and Wales, we can take the valuable lesson of targeting resources in an empirically informed way. Private/public partnerships, outcome metrics, and comprehensive professional development for practitioners combine to support a system in which criminogenic risk and needs are addressed, with the public’s safety at the forefront.

FRANCE





WHERE DOES PROBATION RESIDE WITHIN YOUR GOVERNMENT STRUCTURE?

The agency (SPIP) is overseen by the Ministry of Justice. SPIP has responsibility for diversion, pretrial, probation supervision and community reintegration. It also operates prisons.

HOW DOES PROBATION SUPPORT WITH ADVANCING BEST PRACTICES?

Probation staff utilize a risk assessment tool to inform their work with probationers. They focus on individualizing their responses, with an emphasis on ensuring proper socialization of individuals. The probation department has officers who are assigned to work with individuals set to be released from the prison. There is strong collaboration between the Ministry of Justice and the Ministry of Labor, Employment, Vocational Training and Social Dialogue as well as the Ministry of Culture and Communication. These partnerships are designed to get individuals successfully reintegrated through training, education, work and social activities.

SPIP also has an electronic monitoring program for lower-risk individuals. The program has the capacity to work with approximately 130 individuals. Because of its success, they want to expand the program, but will need funding to do so.

HAS PROBATION BEEN IMPACTED BY THE GLOBAL BUDGET CRISIS?

The agency described that funding for their programs and services has been impacted by the budget issues, along with the ability to recruit qualified staff. However, they are managing to maintain and improve their level of service through collaboration and through lower numbers of individuals being placed in prison and on probation in the last couple of years.

WHAT ARE PROBATION'S CURRENT WORKLOAD ISSUES?

Like many probation agencies across the world, SPIP would like to lower officer caseloads. Their goal is to achieve a caseload of 60 probationers per officer from their 80-90 caseloads currently. Funding for these new officers has been difficult as the agency



QUICK FACTS

FRANCE

POPULATION

66,630,000 (2016)

-KILTS ORIGINATED IN FRANCE, NOT SCOTLAND.

-STILTS WERE INVENTED IN FRANCE BY SHEPHERDS WHO NEEDED A WAY TO GET AROUND IN THE WET MARSHES.

-THE DISTRESS CODE “MAYDAY” COMES FROM THE FRENCH FOR “HELP ME,”

WWW.10-FACTS-ABOUT.COM/France/ID/92

has been investing dollars in replacing aging prison facilities, some of which date back to the 1800s.

Even if funding were available for more officers, recruitment is another problem. Individuals who are interested in becoming probation officers must first graduate from the local university and then apply to work in civil service. If accepted, recruits are paid to attend school for another two years before they begin working as a probation officer. While the job provides many benefits, the pay is viewed as low, which makes it difficult to attract applicants. It should be noted that probation officers are not armed; only police officers in France are armed.

IS THERE ANY OTHER INFORMATION YOU WOULD LIKE TO SHARE?

Overall, SPIP takes an individualized approach to probation. Its staff members view each person they work with as someone who has the potential to succeed.

Unlike the United States, the use of illegal drugs is not considered a major problem for the system, since treatment is readily available. The health care system in France supports medically assisted treatment protocols for addiction. A more serious problem for them is the rate of domestic violence, much of it associated with alcohol. When the economy struggles, the rate of domestic violence also increases.

Director Madigou also shared that the recent terrorist attacks in Europe involved individuals that were known to the correctional system. The European nations are aware that some of these individuals were radicalized while incarcerated. Efforts are being taken to address this serious issue.



SUPPLEMENTAL ANALYSIS:

France has lower incarceration rates than many neighboring countries. France views its responsibilities for probation and its responsibilities within the prison system as very separate roles, even though the country's Ministry of Justice oversees both. Probation's active role focuses on reintegration. Both electronic monitoring and risk assessment tools are used while attempting to work with probationers before immediate revocation. When one offender cut off his bracelet, for example, officers did not seek a warrant from the judge immediately. Rather, they went to visit the individual to learn more about why the bracelet was cut off and whether a more serious response (revocation) was needed. We could consider applying this practice locally, further investigating why an individual is noncompliant and then helping with those challenges instead of immediately pursuing issuance of a warrant or revocation.

The biggest reported problem for the French probation services was domestic violence associated with alcohol. They did not view street drugs or prescription drugs as a major problem for the system, since treatment is readily available. Specifically, the health care system in France supports medically assisted treatment protocols for addiction. Having more community resources available that target substance abuse issues and reaching out to them more appears to be a great way to allow experts in the field to focus on those issues with clients rather than having this done by Probation Officers.

It appears the country values travel and information-gathering missions, because those activities are funded. Based on the *Report for Paris Prison and Probation*, as of January 2015, 60 trips involving 152 agents were organized in 25 countries. (Council of Europe, 2015). Learning about foreign practices appears to be beneficial as they discover new initiatives and consider how other countries handle prison and probation issues.

Members of the APPA International Committee should consider how valuable their research throughout the world will be for United States probation and parole issues as we continue to learn about other countries dealing with similar challenges.

REFERENCES

Council of Europe (2015). Retrieved from <http://www.coe.int/t/dghl/standardsetting/prisons/Country%20factsheets/France.pdf>

IRELAND





WHERE DOES PROBATION RESIDE WITHIN YOUR GOVERNMENT STRUCTURE?

The Probation Service is an agency within the Department of Justice and Equality. Probation Officers are civil servants. The Probation Service is a national service with Probation Officers working in courts and all prisons across the Republic of Ireland. There have been Probation Officers in Ireland since 1908, following the enactment of the Probation of Offenders Act 1907. The Probation Service works closely with other probation bodies across Europe and is a member of the Confederation of European Probation (CEP). Assistant Director Gerry McNally is a member of CEP.

HOW DOES PROBATION SUPPORT WITH ADVANCING BEST PRACTICES?

All Probation Officers are qualified social workers supported by an in-house training and learning unit which implements skills development and support programs. Probation Officers work in teams managed by a Senior Probation Officer whose duties include quality assurance, coaching, and skills development supported by the training and learning unit. Specialist skills are supported in follow-up refreshers and peer-support groups.

HAS PROBATION BEEN IMPACTED BY THE GLOBAL BUDGET CRISIS?

Yes, our operating budget was €60 million in 2008 and was reduced to €32.7 million in 2015. There has been no recruitment of new officers since 2008. Work practices have been restructured and priorities managed within available resources, using increased multi-agency cooperation and joint working and partnership initiatives. The Probation Service provides funding to 60 community-based organizations which provide services and interventions (training, mentoring, restorative justice, addiction treatment, employment support, accommodation, sex offender programs, etc.) for offenders who are subject to Probation Service supervision in communities.

WHAT ARE PROBATION'S CURRENT WORKLOAD ISSUES?

We currently have 215 Probation Officers, down from 270, and have 8,000-10,000 offenders at any time, a total of approximately 15,000 each year. Low-risk clients, as assessed using LSI-R assessment and gate-keeping criteria, are supervised in a "low intensity" scheme. Moderate and high-risk offenders are considered a priority for



QUICK FACTS

IRELAND

POPULATION

4,640,000 (2015)

-IRISHMAN JAMES HOBAN DESIGNED THE WHITE HOUSE.

-THE THREE MOST FAMOUS SYMBOLS OF IRELAND ARE THE GREEN SHAMROCK, THE HARP, AND THE CELTIC CROSS.

-THERE ARE NO SNAKES IN IRELAND!

[HTTPS://WWW.IRELAND-FUN-FACTS.COM/](https://www.ireland-fun-facts.com/)

supervision and interventions. Caseload sizes are generally 40-45 moderate to high-risk offenders. Senior Probation Officers manage and coach 5-6 Probation Officers, 1-3 Community Service supervisors, and 1-2 administrative staff members. Regional Managers supervise 6-8 Senior POs and their teams.

HOW ARE PROBATION STAFF MEMBERS SUPPORTED BY MANAGEMENT?

There is a supportive team structure (PO-Senior/PO-Regional Manager). POs have one-on-one supervision/work review meetings with their Senior PO at least once per month for mentoring and coaching; they will review files together and identify work quality, skills development needs, and work priorities based on an individual agreed annual work plan (PMDs). The agency contracts with a private provider to offer confidential counseling support services as required for staff

IS THERE ANY OTHER INFORMATION YOU WOULD LIKE TO SHARE?

The Probation Service publishes Annual Reports, Strategy Statements, and Action Plans on www.probation.ie. It is strongly committed to evidence-based practice, and it commissions research and evaluation reports and publishes annual recidivism studies completed in partnership with the strictly independent Central Statistics Office (www.cso.ie). It facilitates access to service data and resources for external researchers and academics and hosts masters and Ph.D. research programs with third-level institutions. It, along with the Irish Prison Service (separate organizations), work in close cooperation and have pioneered co-located project teams and initiatives. They published the *Joint Irish Prison Service & Probation Service Strategic Plan 2015-2017*. In addition, these services have



issued the *Joint Probation Service-Irish Prison Service Strategy on Women Who Offend 2014-2016*.

Community engagement and partnership is a core principle in the Probation Service and its work. Being embedded in communities and working in partnerships and with local services adds value and support in resettlement, reparation, and reducing offending behaviour. The Probation Service works closely with and participates in cross-border initiatives with the Probation Board for Northern Ireland (PBNI) in Northern Ireland, a separate jurisdiction and part of the United Kingdom. It and PBNI (www.pbni.org.uk) jointly publish the *Irish Probation Journal*, an internationally acknowledged forum for research, discussion, and practice exchange that is now in its 14th year. (Volume 14 will be issued this October.) All volumes and individual articles are available at no charge at www.probation.ie, following the publications link. Electronic monitoring is not used as a sanction in courts or by the Probation Service in Ireland. For more information, please visit: www.probation.ie

SUPPLEMENTAL ANALYSIS:

The Republic of Ireland focuses its probation in the community and spends one-third of its reduced budget on services and partnerships in the community. The ability to operate at a high functioning level during a major budget reduction of one-half, with no hiring in eight years, provides an example of adjusting practices while retaining commitment to evidence-based practice. The Probation Department's use of a risk/needs tool has allowed it to adjust to major budget reductions as it maintains focus on the higher risk cases and demonstrates a low recidivism rate. Having caseload sizes of 40-45 even with these budget and staff reductions speaks highly of the staff's focus on the value of quality interactions with those on supervision. The training to stay current on evidence-based practice and the engagement of local partners and resources to complement case plans provides a good example of effectively using assets that are available even with a bad budget.

Locally, when reviewing the levels and the assignment of scores by tools like the LSI-R, it is valuable to remember that these can be adjusted to allow for maintaining caseload management when budget and/or staffing are reduced. The ongoing tracking of recidivism data also has allowed Ireland to connect policy decisions to impact. Lastly, we can work locally to identify additional service providers and build better relationships with them to provide more responsivity opportunities for client needs.

JAPAN





WHERE DOES PROBATION RESIDE WITHIN YOUR GOVERNMENT STRUCTURE?

It resides in the Ministry of Justice, Rehabilitation Bureau. There is no Probation Department; the Rehabilitation Bureau administers probation services in Japan.

HOW DOES PROBATION SUPPORT WITH ADVANCING BEST PRACTICES?

We bring in experts to assist with specialized programs like drug/alcohol, sex offenders, violence prevention, and management of halfway houses. These programs are encouraged to analyze outcomes. For example, our sex offender treatment program has been proven effective.

HAS PROBATION BEEN IMPACTED BY THE GLOBAL BUDGET CRISIS?

Yes, we are asked to reduce costs where possible. The public monitors to ensure that our budget is spent accurately. Due to the importance of ensuring public safety, criminal justice (including Probation) is one of the few government areas that has not sustained budget cuts.

WHAT ARE PROBATION'S CURRENT WORKLOAD ISSUES?

We have 966 Probation Officers (POs) and approximately 81,000 persons under supervision per year. Average caseloads are 84 clients per PO. Approximately 48,000 Volunteer POs (VPOs) in the community collaborate with POs in offenders' supervision. The average age of VPOs is 64.7. Probationers generally meet in a VPO's home twice per month for supervision. VPOs have caseloads of no more than two clients on average.

HOW ARE PROBATION STAFF MEMBERS SUPPORTED BY MANAGEMENT?

Newly appointed POs are required to have three months' educational training at the Ministry of Justice's Research and Training Institute as well as on-the-job training during the first two years after appointment. During the above period, newly appointed POs are also connected with one senior officer for supervision/coaching. Other necessary training is provided at every stage of a POs' profession. Awards are provided for outstanding



QUICK FACTS

JAPAN

POPULATION

126,960,000 (2015)

-JAPAN BOASTS THE
LONGEST REIGNING
MONARCHY IN THE
WORLD.

-JAPAN HAS BEEN
INHABITED SINCE 30,000
B.C.

-IN JAPAN, SNOWMEN
ARE MADE OF TWO
LARGE SNOWBALLS, NOT
THREE.

[HTTP://TRUENOMADS.COM/INTERESTING-
FACTS-ABOUT-JAPAN/](http://truenomads.com/interesting-facts-about-japan/)

performance (including volunteer officers). The work environment is very supportive with vacations, sick time, holidays, and maternity leave.

IS THERE ANY OTHER INFORMATION YOU WOULD LIKE TO SHARE?

For more information, please visit:

http://www.unafei.or.jp/publications/CJSJ_2014.htm

<http://www.moj.go.jp/ENGLISH/RB/rb-01.html>

For details regarding the 3rd World Congress on Probation to be held in Tokyo, Japan September 12 – 14, 2017, please visit: <http://www.moj.go.jp/HOGO/WCP3/index.html>

SUPPLEMENTAL ANALYSIS:

Japan's model for using VPOs (see #4) has prompted many discussions during APPA meetings and beyond. This system in which POs monitor, support, and supervise so many volunteers is very different than in the United States. Additionally, the fact that most volunteers are elderly (average age 64.7 years), usually supervise just two clients, and hold meetings in their own homes constitutes a dramatic difference in philosophy from our own volunteer models.

Our criminal justice volunteer system is generally seen as a venue for learning new skills, proving abilities, making career connections, and being available for access to desirable jobs. These programs are focused most often on people just out of college and beginning their careers, giving them a chance to prove themselves to potential employers. In other words, volunteer positions are about providing opportunity to the volunteer/intern and tend to be highly competitive slots.



The system in Japan engages elderly volunteers who are described as neighborhood support individuals identified as “Grandfather” or “Grandmother.” They are valued for their life experiences and accrued wisdom and are honored for their service to the community. When asked about liability issues with meeting clients in their homes, it was reported that safety training and oversight is in place to deal with the rare instances of violence, but these incidents are almost non-existent. These positions are an opportunity for the volunteer to give back to their community by providing a needed service and offering an appropriate supportive relationship for the client.

Most people would agree that Japan’s culture is very different from our American culture (i.e., valuing age vs. youth; experience vs. energy), but we can learn much from their volunteer model, especially as it pertains to relationships. From criminal justice research, we continue to better understand the importance of appropriate supervisor/client relationships. Clients involved in a teamwork approach that includes “accurate empathy” and a “working alliance” have a greater chance for successful reintegration and reduced recidivism. Elderly volunteers may have more time to build such relationships with their two clients, because of small caseloads and personal hours available, and they also offer the qualities of patience and understanding earned over many years’ experience.

In the United States, we have a growing population of baby-boomers aging into retirement years. Due to health consciousness and medical advances, many retirees are still vibrant, energetic, and looking for opportunities to contribute within their communities. This pool of educated and experienced workers could be recruited as helpers to our industry. With reduced budgets across the nation, we should not hesitate to explore this group as a possible low-cost labor force with much to offer, both in providing helpful services for administrators and, with appropriate training, supportive relationships for our clients.

NEW ZEALAND





WHERE DOES PROBATION RESIDE WITHIN YOUR GOVERNMENT STRUCTURE?

The Department of Corrections – Probation and Prisons.

HOW DOES PROBATION SUPPORT WITH ADVANCING BEST PRACTICES?

We examine best practices from other jurisdictions and think of ways to apply this in the New Zealand (NZ) context. We also partner with NZ universities to undertake research and develop practices through practice leadership and training. The Service Development Team is a high-level, multidisciplinary group focused on strategic development and implementation of practices.

HAS PROBATION BEEN IMPACTED BY THE GLOBAL BUDGET CRISIS?

Yes, although it has been sheltered. Currently, NZ Corrections has about a \$1 billion budget across Probation and Prisons that has been frozen by the NZ Treasury. Through a review of efficiencies and expenditures, management was redesigned with a flattened structure. There have been no substantial cuts of front-line staff to date.

WHAT ARE PROBATION'S CURRENT WORKLOAD ISSUES?

There are 1,270 officers, 36,000 offenders, of which 16,000 are low risk clients on community work projects. Caseloads are 20-40 per officer, dependent upon risk.

HOW ARE PROBATION STAFF MEMBERS SUPPORTED BY MANAGEMENT?

Service Managers deal with operational issues and Probation Officers report to them. Practice Leaders are the guardians of practice, who complete the following tasks: focus on how the job is done, facilitate reflective sessions (i.e., team case reviews), and implement changes.



QUICK FACTS

NEW ZEALAND

POPULATION

4,600,000 (2015)

-NEW ZEALAND WAS THE FIRST MAJOR NATION TO HAVE UNIVERSAL SUFFRAGE. IN 1893 ALL MALE AND FEMALE CITIZENS WERE LEGALLY ALLOWED TO VOTE.

-ONLY 5% OF NEW ZEALANDS POPULATION IS HUMAN- THE REST ARE ANIMALS.

-NO PART OF THE COUNTRY IS MORE THAN 128KM (79 MILES) FROM THE SEA.

[HTTPS://WWW.BUZZFEED.COM/JEMIMASKELLEY/THINGS-YOU-DID-NOT-KNOW-ABOUT-NEW-ZEALAND?UTM_TERM=.KGBB4R282#.MGLMV7PXP](https://www.buzzfeed.com/jemimaskelley/things-you-did-not-know-about-new-zealand?utm_term=.KGBB4R282#.MGLMV7PXP)

IS THERE ANY OTHER INFORMATION YOU WOULD LIKE TO SHARE?

Current Probation Department goals are to reduce recidivism by 25% by 2017; from 30.5% to the target of 22.8%. Recidivism is defined by a new conviction or placement in an institution within 12 months of release. For more information, please visit: <http://www.corrections.govt.nz>

SUPPLEMENTAL ANALYSIS:

A take-away from the system in New Zealand is the importance of innovation and research. While adapting best practices to fit their needs, the Kiwis innovate in partnership with local universities. Relying on the expertise of university staff, they develop improved practices through research and evaluation. They also emphasize the importance of implementation teams to integrate changes in practice. New Zealand uses designated teams for implementation, recognizing that training alone is not enough to instill new and improved practices.

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THE PHILIPPINES





WHERE DOES PROBATION RESIDE WITHIN YOUR GOVERNMENT STRUCTURE?

The Parole and Probation Administration (“Agency”) is a line agency of the Department of Justice. It is organized into 16 regional offices, each headed by a Regional Director and Assistant Regional Director. There are 224 city and provincial offices, each headed by a Chief Probation Officer. The 960 Probation Officers and other personnel provide both parole and probation supervision. Approximately 45,000 offenders are on court corrections. A total of 13,056 Volunteer Probation Aides (VPAs) assist in supervision.

HOW DOES PROBATION SUPPORT WITH ADVANCING BEST PRACTICES?

We have created a committee in-charge that is responsible for monitoring of best practices implemented by city and provincial offices. We benchmark the following: innovations in rehabilitation programs and projects that produce the very best results in whatever is being targeted for change; unique programs/activities/projects and practices within the Agency (in effect, “thinking outside the box”); and success and leadership in the development and operation of local government projects that make significant contributions to the rehabilitation of clients and to the overall attainment of the goals and objectives of the Agency. Some sample programs being benchmarked are Balanced and Restorative Justice (RJ) through the application of the Peacemaking Encounter Model, the Therapeutic Community Ladderized Program, and volunteerism.

HAS PROBATION BEEN IMPACTED BY THE GLOBAL BUDGET CRISIS?

Yes, the Agency’s budget is not sufficient to defray the expenses incurred in the implementation of various rehabilitation activities. In this regard, the field officers have established links to various government agencies, non-governmental organizations (NGOs), private institutions, local government units, religious and civic groups, hospitals/health centers and rural health units/clinics, schools/universities, and private individuals to support the Agency in the different rehabilitation activities conducted by the field officers. We have solicited and received help from numerous VPAs offer assistance with drug abuse treatment programs, crime prevention services, manpower development, education, employment, recreation, spiritual needs, and social needs.



QUICK FACTS

THE PHILIPPINES

POPULATION

100,700,000 (2015)

-PHILIPPINES WAS A SPANISH COLONY FROM THE YEARS 1521 TO 1898. AFTER THAT, IT BECAME US TERRITORY UNTIL 1946 WHEN IT GAINED INDEPENDENCE.

-ON THE ISLANDS OF THE PHILIPPINES, THERE ARE MORE THAN 200 VOLCANOES, THOUGH ONLY A FEW ARE ACTIVE.

-KARAOKE WAS INVENTED IN THE PHILIPPINES.

[HTTP://WWW.CULTUREIGHT.COM/PHILIPPINE-FUN-FACTS/](http://www.cultureight.com/philippine-fun-facts/)

WHAT ARE PROBATION'S CURRENT WORKLOAD ISSUES?

Field officers have a caseload ratio of 1:142, meaning 142 offenders are supervised per officer. We currently have a lack of manpower to handle the investigation and supervision caseload. There has been a decreasing caseload trend due to issuance of national policies and enactment of laws that affect the eligibility for probation when certain offenses have been committed. Probation Officers supervise high risk offenders only.

HOW ARE PROBATION STAFF MEMBERS SUPPORTED BY MANAGEMENT?

We address staff needs by providing ongoing human resource development. Recognition is given to the Outstanding Employee, Outstanding Region, Outstanding Unit/Division, Best Implementation of Rehabilitation Program, and Outstanding Livelihood Project. Staff are reimbursed for travel expenses incurred in the conduct of investigation and supervision functions. Qualified personnel are promoted from within the Agency. Staff meetings and general assemblies are held to disseminate information and policies; these emphasize verbal interaction with the rank and file, sharing of knowledge, and reaching agreements.

IS THERE ANY OTHER INFORMATION YOU WOULD LIKE TO SHARE?

The administration has adopted a harmonized and integrated treatment program for the clients to enable their rehabilitation. This involves (1) the therapeutic community modality (2) restorative justice principles and concepts, and (3) the use of VPAs.



The therapeutic community modality is a self-help social learning treatment model used for clients with problems of drug abuse and other anti-social tendencies. As a treatment model, it includes four categories, namely, behavior management, intellectual/spiritual aspects, emotional and social aspects, and vocational/survival aspects. The therapeutic community modality provides a well-defined structure for a synchronized and focused implementation of the various intervention strategies/activities undertaken by the Agency, such as: individual and group counseling; moral, spiritual, values formation; work or job placement/referral; vocational/livelihood and skills training; health, mental, and medical services; literacy and education; community service; client self-help organizations; payment of civil liability; environment and ecology; and sports and physical fitness.

The success of the therapeutic community treatment model is anchored to the implementation of restorative justice. To honor the principles of restorative justice, offenders must provide restitution to victims as well as render community service to facilitate the healing of the broken relationship caused by offending the concerned parties. Mediation and conferencing may also be utilized in special cases to mend and/or restore the clients' relationship with the victim(s) and the community.

Considering that it is in the community that the rehabilitation of clients takes place, the utilization of the therapeutic community treatment model is further energized with the recruitment, training, and deployment of community members to serve as probation aides on a volunteer basis. Through the VPA program, restorative justice is pursued with deeper meaning. Since VPAs are residents of the same community where their supervised clients reside, it is practicable for these volunteers to effectively solicit local support for the needs of these probationers, parolees, and pardonees. The result is that they can provide invaluable assistance to the field officers in supervising this population.

Furthermore, the Agency believes that the client's family is a major component in the rehabilitation process, so our administration has adopted an Integrated Allied Social Services program to address the needs of children and minor dependents of the clients. Under the said program, interventions to aid in the growth and development of these minor dependents are done to help them become productive, law abiding, and effective individuals

Collectively, the therapeutic community treatment modality, restorative justice paradigm, and deployment of VPAs integrated into one rehabilitation program—and compounded with services



to families—has yielded tremendous outcomes in the rehabilitation and reformation of probationers, paroles, pardoned offenders, and first-time minor drug offenders.

For more information, please visit the Agency website: www.probation.gov.ph

SUPPLEMENTAL ANALYSIS:

The Philippines Parole and Probation Administration is an example that highlights the importance of community in the rehabilitation process. The system's model relies heavily on community resources to provide a myriad of services and support. Staff members in city and provincial offices tap the community for assistance in educational, vocational, moral/spiritual and medical services, as well as getting volunteers to serve as probation aides. This nation of islands has adopted a holistic approach in its therapeutic community modality. Such a system reminds us of the importance of assessing and addressing the unique needs of individuals, while utilizing the resources of local agencies and community members.



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REPUBLIC OF MOLDOVA





WHERE DOES PROBATION RESIDE WITHIN YOUR GOVERNMENT STRUCTURE?

Probation as an alternative to a prison sentence is a public institution in the Republic of Moldova. From year to year, Moldova has held to a policy of reducing the number of prison sentences and increasing probation enforcement and non-custodial sentences. In this context, in 2007 a public structure named the Central Probation Office (CPO), along with some territorial subdivisions, was established within the Ministry of Justice. Subsequent amendments were enacted in 2015, so currently the CPO is named the National Probation Inspectorate. The territorial subdivisions consist of regional inspectorates and probation offices. This probation management entity was activated under several acts, specifically the law on probation No. 8 dated February 14, 2008.

HOW DOES PROBATION SUPPORT WITH ADVANCING BEST PRACTICES?

Probation in Moldova is constantly improving. In 2011, the Moldovan Parliament passed many amendments to enact provisions of the Justice Sector Reform Strategy, 2011-2016. Included in the strategy were separate chapters on probation reform and especially on juvenile probation. The drafters of this document studied practices of other countries with a long history of probation to develop and implement the best practices on probation in Moldova.

Noteworthy components are activities to assist in the pre-sentencing phase, various work tools such as motivational interviewing, basic personality assessment, behavior correction programs, preparation of pre-sentencing reports, post-penitentiary assistance, electronic monitoring, the creation of social reintegration centers, and parameters for the function of psychologists.

Our country's probation service collaborates with probation services from Latvia, Lithuania, the Netherlands, Norway, Bulgaria, Georgia, France, Romania, the Confederation of European Probation, and other organizations. We are always working with public bodies and non-governmental organizations. Organized training is provided, both initially and on a continuing, ongoing basis (including training in educational institutions). Also, we have developed several probation programs, some of which have



QUICK FACTS

THE REPUBLIC OF MOLDOVA

POPULATION

3,550,000 (2015)

-MOLDOVA WAS
FOUNDED BY PRINCE
BOGDAN, AROUND
THE MID-FOURTEENTH
CENTURY.

-MOLDOVA GAINED
INDEPENDENCE FROM
THE USSR ON 27TH
AUGUST 1991.

-YOU HAVE TO TAKE
YOUR SHOES OFF AT THE
FRONT DOOR, WHEN
ENTERING A MOLDOVAN
HOUSE.

[HTTPS://TRIPTOMOLDOVA.WORDPRESS.
COM/2013/02/06/ANOTHER-20-FACTS-ABOUT-
MOLDOVA/](https://triptomoldova.wordpress.com/2013/02/06/another-20-facts-about-moldova/)

been implemented with the benefit of examining programs in other countries (for example, motivation to change, drinking and driving, and reduction of violence).

HAS PROBATION BEEN IMPACTED BY THE GLOBAL BUDGET CRISIS?

Because the authorities pay attention to this activity, the budget was less affected than might have been anticipated.

WHAT ARE PROBATION'S CURRENT WORKLOAD ISSUES?

Particularly noteworthy is that the current average number of probation subjects per each officer/counselor is high, in the range of 50 to 120. Psychologists are available to work with the probationers as well.

HOW ARE PROBATION STAFF MEMBERS SUPPORTED BY MANAGEMENT?

Guidance is provided for probation activities by the policy documents that have been developed, including information on methodology, and efforts to work with the officers to improve the normative acts are always underway. Management also recognizes that it can support staff by means of salary increases, creation of good working conditions, and providing logistics (transportation, office supplies, computers, etc.). In addition, an effort is being made to implement effective computer technologies to aid our staff by simplifying their work activities.



SUPPLEMENTAL ANALYSIS:

The Republic of Moldova is a relatively new country, declaring independence in 1991 as the result of the dissolution of the Soviet Union, with adoption of its current Constitution in 1994. Their economy remains one of Europe's poorest. In 2007, a formal public structure, the Central Probation Office, was established to support the commitment to reduce the use of prisons and rely more on probation and non-custodial sentences.

Despite being a young and poor country, Moldova saw the value in focusing on probation rather than prison as a public safety tool. Beginning in 2011, the Moldovan Parliament legislated probation reform policies that were included in *Justice Sector Reform Strategy, 2011-2016*. Importantly, the writers of this document apparently first took time to learn what works in other countries and to adapt those policies and procedures for their new strategy. The result of this collaborative effort is that Moldova has embraced many best practices, including pre-sentence reports and assessments, motivational interviewing, utilizing a variety of assessments, reentry assistance including the creation of social reintegration centers, electronic monitoring, and working with psychologists. Moldova has gone on to subsequently work with probation services from neighboring countries and other countries across Europe.

From Moldova's efforts, we can learn the value of collaboration. As a young country with a relatively weak national economy, Moldova has opted to embrace the international exchange of ideas and has seen the benefits of reaching out to other countries and jurisdictions. This practice allowed it to establish a good foundation for design of its programs. This level of partnership and teamwork across other systems should help Moldova to continue to expand knowledge, build relationships, and improve current operations.

TRINIDAD AND TOBAGO





WHERE DOES PROBATION RESIDE WITHIN YOUR GOVERNMENT STRUCTURE?

It falls under the jurisdiction of the Ministry of the People and Social Development. The country has magisterial districts, with Probation Officers/social workers at each court. Of note, this structure has changed regularly since its inception in 1947. New general elections are scheduled for September 2015 and the placement may change.

Under the mandate of the Probation Services of Trinidad and Tobago, probation officers serve as social workers for the courts, assisting in the rehabilitation of those who have breached the laws of the country. In addition to the primary duties of supervising and facilitating rehabilitation of offenders placed on statutory probation, the officers aid the courts in determining sentences through supplying social history reports in both criminal and family matters. These include preparing pre-sentence reports; reports for the Appeal Court; reports and recommendations on matters referred by the Juvenile Court; and suitability reports for those placed on Community Service and Combination Orders.

Assistance to the courts in non-criminal matters includes mediation in maintenance and matrimonial applications made to the Court; counseling parties and submitting reports in domestic violence matters and other family-related matters as requested; preparing suitability reports for legal custody, access, and maintenance court cases; supervising Family Law Act access orders; and supervising at-risk children as requested by the Court.

External to the court system, officers are called on to prepare reports for numerous other State agencies (ranging from the Ministry of National Security to the Widows and Orphans Pension Committee). They are also asked to provide counsel and referrals for walk-in clients referred by agencies/persons outside of the Court system.

Overall, Probation is a program under which offenders are supervised in the community, and its main objectives are: to prevent recidivism; to bring the offender to a sense of reality; to help offenders to overcome insecurities; to promote family life values; to assist offenders in developing character; to build self-worth in offenders; to promote social interaction between offender and community; and reparations to community for breaches.



QUICK FACTS

TRINIDAD AND TOBAGO

POPULATION

1,360,000 (2015)

-THE TRINIDAD MORUGA “SCORPION” PEPPER HAS OFFICIALLY BEEN RANKED AS THE WORLD’S HOTTEST PEPPER BY THE GUINNESS BOOK OF WORLD RECORDS.

-THE NATIONAL SPORT OF TRINIDAD AND TOBAGO IS CRICKET.

-PITCH LAKE IN TRINIDAD IS THE WORLD’S LARGEST NATURAL DEPOSIT OF ASPHALT. IT COVERS ABOUT 99 ACRES AND IS 246 FEET DEEP.

[HTTP://ATLANTABLACKSTAR.COM/2014/10/16/14-AMAZING-FACTS-KNOW-TRINIDAD-TOBAGO/2/](http://atlantablackstar.com/2014/10/16/14-amazing-facts-know-trinidad-tobago/2/)

HOW DOES PROBATION SUPPORT WITH ADVANCING BEST PRACTICES?

Our staff attend professional conferences to learn about such practices. We will give them autonomy for program development. Staff are trained in the LS/CMI assessment, and the department is in the process of implementing the instrument. Restorative justice programming is in development.

We currently have two Drug Treatment Courts (DTC) that combine traditional justice processes with treatment options. The main driver behind the success of this Court is offenders’ willingness to accept responsibility for their addictions and agree to enter court-supervised treatment. Probation Officers (POs) collaborate with the judiciary, police, public prosecutor, and a treatment provider to monitor the participants’ progress and ensure they adhere to their bail conditions.

The “Bail Boys Programme” teaches moral reasoning, emotional intelligence and accountability to participants on bail who are 16 to 30 years old. They must attend academic or vocational training, obey curfews, maintain travel restrictions, and adhere to reporting conditions. Efforts are made to build bridges with families. Probation Officers ensure compliance with conditions, make referrals to necessary agencies, provide counsel, and send monthly reports to the court.

The Thinking for a Change Program has been implemented in all phases of the juvenile and adult criminal justice systems, including pre-incarceration/probation, during incarceration, and in the community (aftercare). The aims are to put the Court in a more informed position to make judgments, to give the PO greater latitude in working with difficult clients, to bring stability to families in distress, and to bring a greater level of professionalism in the service to others.



A probation hostel for young female offenders (aged 13-18) will serve as a temporary home for clients of Probation Services Division, especially those whose home environment may have contributed either directly or indirectly to their offending behavior. They will benefit from counseling, training and assistance as is necessary to enable them to rejoin society and become productive and law-abiding citizens.

HAS PROBATION BEEN IMPACTED BY THE GLOBAL BUDGET CRISIS?

We have had little financial impact, due to being an oil country.

WHAT ARE PROBATION'S CURRENT WORKLOAD ISSUES?

The Probation Services Division currently has 35 POs and six Community Service Officers (CSOs). An additional 13 CSOs are employed on a contract basis to facilitate implementation of the Community Service Orders Act. This act was implemented under the Probation Services Division in 2002 to provide a viable alternative to custodial sentencing. There are 40 officers and 900 offenders, and caseloads ranging from 25 to 125 for each officer.

HOW ARE PROBATION STAFF MEMBERS SUPPORTED BY MANAGEMENT?

Staff are provided ongoing training opportunities. PO3 Supervisors are responsible for design and depending upon budgets may include, but not be limited to, staff retreats, massage/reflexology/yoga, restaurants, and staff parties.

IS THERE ANY OTHER INFORMATION YOU WOULD LIKE TO SHARE?

The Probation Services Division currently faces many challenges. The increase in the number of reports requested by the Court has not been accompanied by a commensurate increase in the number of POs, who have primary responsibility for overwhelming caseloads. The ability to provide intense supervision of probationers becomes limited when the focus of the POs is the completion of reports. There is insufficient staff to facilitate the "Thinking for a Change" program. CSO and the PO positions have been depleted, with excessive turnover due to the movement of trained staff to other jobs where more lucrative packages are offered. This is especially true for the CSOs employed on short-term contract basis. It is challenging to afford quality intervention to walk-in clientele in a timely manner, due to the extensive duties that must be completed by the



POs and CSOs. Proper accommodations with basic requirements continue to be a challenge in several magisterial districts. Mental illness in the workplace continues to be a major challenge. Despite these and other constraints not mentioned in this document, many officers remain committed to their tasks, seeing their role as a vital part of the judicial system.

Our Division has many plans in the future. The development of Probation Services Division to respond to new functions mandated by the Children's Authority Legislation/proposed Juvenile Court Project, with division streamlining to facilitate specialization of services and expansion of staff in view of the multiplicity of roles performed by officers. We hope to fill all vacancies in PO, CSO, Business Operation Assistant, and Administrative Assistant positions, with better remuneration packages. Ongoing staff development exercises for probation staff and submission of a proposal for Probation Training Centers are both underway. We are planning to form a Probation Committee and institution of Probation Board as stipulated in the Probation of Offenders Act. Our Division plans to establish outreach programs in all areas. We plan to implement remedial work targeting behavioral change specific to male clients. In addition, we plan to implement many programs for offenders to address victimization and criminal thinking errors. We will implement an Appreciation Ceremony for Community Service Agencies. Finally, we plan to compile statistical data

to prepare for the National Offender Management Information System (NOMIS).

SUPPLEMENTAL ANALYSIS:

The twin island country of Trinidad and Tobago has a very diverse population. Other jurisdictions can learn from their experiences in dealing with such diversity. Provisions that address "staff wellness" are interesting (yoga, massage, reflexology). More information would be very helpful on the hostel operated for homeless youth aged 13 to 18 to understand its operations better. Further information would also be helpful on the supervised bail program called "Bail Boys Program" that is available for clients aged 16 to 30. Services provided to "walk-in" clients referred by agencies/persons outside of the Court appear to be broader in scope than in most if not all our parole and probation offices. Data collection is approached from a national perspective; the NOMIS. It would be interesting to know what stakeholders are involved, the data items to be collected, and the process of information sharing with agencies. One thing not mentioned in the interview is that the Chief Probation Officer has contacted other South American countries to determine whether they see value in setting up an organization like the American Probation and Parole Association.



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OFFICERS MUST DEVELOP A WARRIOR SPIRIT— REALLY?



In our safety training sessions, we often ask officers, “Are you a law enforcement officer or a social worker?” Some will respond that they are one or the other, while others give what we think is a better answer: we’re both, or we are in the middle. Actually, it depends. It depends on the task at hand and the specifics of each situation. To function at the highest level, a community supervision officer should be able to perform at both ends of the spectrum and everywhere in between.

In presenting classes on safety-related topics, I often use as an example a Federal Probation Officer with whom I had the pleasure of working and who I believe was the epitome of the balanced probation officer. He had a Masters in Social Work, was our mental health specialist, held counseling groups, and worked extra hours providing interpersonal and employment search skills training to probationers. Yet he also was accomplished with all our safety equipment—firearms, OC spray, and handcuffs—and was one of our designated search team leaders. He could hold a counseling group session and then come out, put on his safety equipment, and lead a search team looking for suspected guns and drugs. He was a well-balanced officer.

Some administrators have voiced concern that safety training will make their officers too law enforcement oriented. That can happen, but it doesn't have to. Officers can be effective change agents and still have the skills to protect themselves and others. As with martial arts, usually the better the training and skill level, the better the person is at avoiding confrontations if possible.

Recognizing that mental awareness and the ability to handle threatening situations is a skill that community supervision officers need, how do we as agencies, administrators, and trainers convey the need to possess physical defense and control skills while working towards fostering balanced officers? Community supervision is not the only profession that must deal with this issue. It has been, and continues to be, a discussion point within formal law enforcement. As with many skills and concepts in the safety arena, here we can adapt and apply law enforcement concepts to community supervision.

In law enforcement, common terms regarding a safety mindset are warrior, ethical warrior, or guardian. Some may argue that how you refer to this mindset, especially in repeated training, is merely a matter of semantics. Others, including myself, believe that the terms we use do have significance.

Many argue that the warrior mindset can make officers less safe, as it can lead

to a more confrontational approach that can result in avoidable violence. When we think of a warrior, we usually don't think of the concepts of verbal diffusion, disengagement, and implementing behavioral change, and aren't those the skills we want our officers to have and use first, if possible?

The "ethical warrior" is a concept developed by Jack Hoban. Mr. Hoban served as a Marine Corps Captain, is a high level martial arts practitioner, and assisted in the creation of the U.S. Marine Corp Martial Arts Program (MCMAP). He offers that in a violent encounter, our judgment, training, and self-control compete with confusion, anger, and fear. Preparation for the critical moment requires a "synergistic" program of ethical, physical, and mental training. The goal of what Hoban calls a "combat mindset" is to do the right thing, in the right way, and for the right reason when under extreme stress.

The ethical part of any safety training cannot be stressed enough. From serving as an expert witness in civil cases brought against community supervision officers and agencies, I have had the opportunity to observe that all the suits stemmed to some degree from ethical violations on the part of the officer, and many times on the part of the agency as well.

Proponents of the guardian concept argue that it is not law enforcement's role to be "at war" with our society. It is law

enforcement's role to guard, or protect, the citizens of our society. Guardian proponents offer that the use of the guardian term tends to foster and support concepts of negotiation and use of time, when available, as opposed to rushing to confrontation.

So, what is the best term to use? To answer that, we may want to look at some common elements of the mission statements of community supervision agencies. A term that is shared by many agencies and fits the goal of most community supervision officers is "protection," as in being protector of the community. In the realm of safety training we address the protection of the people we supervise, ourselves, our co-workers, and our families.

Hopefully we can accomplish this goal by using our unique skills in getting individuals we deal with to make better choices and providing them options. Isn't that what verbal diffusion, counseling, and even hostage negotiation is based upon?

But protector skills must be taught. Most officers who come into this profession do not bring those skills with them. No matter what term is used—warrior, guardian, or protector—all trainers would agree that the ability to react correctly and ethically under stress only comes with training and practice. For community supervision officers, higher levels of threat will not come often. However, as officers are expected to respond appropriately, legally, and ethically, proficiency can only come

through training, and that training must be dynamic.

The training must be dynamic to provide reasonable stress and the ability to practice skills appropriate for the level of threat presented. Such training must also require participants to make choices regarding their actions and the amount of force that fits the situation. That is why agencies are moving away from static use-of-force continuums. But that is a topic for another time.

Remember, words matter. Choose them wisely!

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SHOULD NALOXONE BE ADDED TO YOUR AGENCY'S TOOLKIT?

It is not hyperbole to say that community corrections professionals are in the business of saving lives. Typically, this is manifested as part of a longer-term process in which the officer supports an offender in altering some type of self-destructive behavior. Increasingly, however, officers during their normal duties are saving lives in a more dramatic fashion: preventing opioid overdoses. Armed with training and naloxone, an FDA-approved drug that reverses the effect of opioids, officers in several states could intervene in emergency situations to preserve life.

Drug overdose is a national crisis that affects every segment of the population. The Centers for Disease Control and Prevention reports that more people died from drug overdose in 2015 than in any previous year. On average, 143 overdose deaths occur each day. These troubling statistics are largely driven by the opioid epidemic that is plaguing our country, as the overall rate of opioid overdose has quadrupled since 1999 and today these drugs are involved in over 63 percent of all overdoses (Rudd, Seth, David, & Scholl, 2016).

While the trends for the general population are certainly disconcerting, we know that substance abuse disproportionately involves the offender population. Further, we know that offenders recently released from correctional facilities (many of whom may be under community supervision) are at elevated risk of death due to drug overdose. This has been attributed to several factors, including the dangers of immediately returning to pre-incarceration levels of drug use. One study, conducted in Washington State, found that during the first two weeks after release former inmates died at a rate 12.7 times higher than the general population. Drug overdose was the leading cause of death (Binswanger et al., 2007). More recently, news media reported that 700 inmates released from an Ohio county jail since 2013 have since died. Nearly half of these deaths were due to drug overdose (Frolik, 2016).

Overdose deaths can be prevented with naloxone, an opioid antagonist designed to reverse the effects of drugs such as heroin, methadone, and fentanyl. It works by quickly restoring respiration in victims and, if administered in a timely manner, can prevent brain injury and death. Naloxone, also marketed as Narcan and Evzio, is not a new agent, having been used by emergency medical personnel for decades. However, given the recent overdose epidemic, concerted efforts have been made to increase access to this rescue drug. FDA-approved products in both nasal spray and auto-

injector forms have been developed specifically for use by non-medical personnel and first responders, such as police officers, who carry naloxone kits as part of overdose reversal programs. Further, many states have passed laws to both increase general access to naloxone as well as shield individuals from liability when the drug is administered in good faith. As the friends and family of opioid users are often in the best position to prevent an overdose, pharmacies in many states are now making naloxone available without prescription so that loved ones can quickly respond in emergency situations.

Recognizing that probation and parole officers are also key first responders in the community, several agencies have begun equipping their staff with naloxone kits. Officers, of course, regularly encounter opioid abusers. Some of these individuals may be on their caseloads, but others may be friends or family members of clients. Still others may be random victims an officer comes across during the day. Regardless of who the victim might be, probation and parole officers are on the front line and therefore are in a unique position to intervene in overdose situations.

Naloxone also has officer safety applications. The Drug Enforcement Administration recently issued a nationwide warning to law enforcement agencies about the dangers of improperly handling fentanyl (see <https://www.dea.gov/divisions/hq/2015/hq031815.shtml>).

As probation and parole officers work in the field, they may be exposed to this powerful drug in its various forms. For example, during a home visit an officer may unknowingly touch fentanyl or inhale airborne particulates. Per the warning, even minute exposure can be deadly, and the immediate administration of naloxone is recommended to reverse the effects.

Naloxone kits are not just useful for field work. It is not uncommon for offenders to be under the influence of heroin when reporting for an appointment with their officers, and signs of overdose may be observed. With the availability of naloxone, some agencies are making kits available in all their offices and are training all staff—from clerks to executives—on proper use of this drug.

Not every jurisdiction has been equally impacted by the opioid epidemic. However, those agencies operating in areas where overdoses are common should consider using this important tool. As part of the exploration process, interested agencies should consult with their legal counsel. Further, each state has different laws and processes regarding training and distribution of naloxone kits. Guidance should be sought from your state's department of criminal justice, department of substance abuse, and department of health or equivalent. Finally, the Bureau of Justice Assistance has established an online Naloxone Toolkit for Law Enforcement (<https://www.bjatrainning.org/tools/naloxone/>

Naloxone%2BBackground) that provides a wealth of great information that community corrections agencies will find useful.

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issues, positions, and resolutions committee update

BY THANH DANG

APPA is one of the largest community corrections associations in the nation, and it certainly has a presence at an international level. APPA represents the membership when significant current events, critical issues, or controversial topics arise that have implications on public policy and practices in the field. On behalf of the association, the Issues, Positions, and Resolutions Committee (IPRC) receives, reviews, and recommends adoption of written papers that serve as a unified voice of its membership. As such, for this past year the IPRC has had rich discussions about revamping the submission process, revitalizing its role to adhere to the established APPA constitution and bylaws, aligning its work with the APPA's 2020 Vision, and continuing the work to sustain relevance.

We are pleased to share that a new submission process and set of requirements were adopted by the Board of Directors at the Cleveland Institute in August 2016 (<http://www.appa-net.org/eweb/docs/APPA/stances/IPR-Process.pdf>.) During the same Institute, the Board adopted a position statement from the Justice-Involved Women and Girls Committee. The IPRC has been actively reviewing and prioritizing the existing 59 papers (http://www.appa-net.org/eweb/DynamicPage.aspx?WebCode=IB_Stances), and at the January 2017 Reno Institute, the committee chairs all committed to a process of assessing these papers to determine their relevance and to identify next steps for each paper.

Updated position papers are being phased in and old papers phased out.

IPRC will continue its course to support APPA by focusing on topics that are of interest and beneficial to its membership as well as pertinent to the field of community corrections. It is anticipated that we may face the challenge of narrowing our scope, given the complexity of our work and its critical role in public safety and community-based supervision. We look forward to receiving input on how to effectively engage APPA members in the IPRC and to forge our future bearings.

Last, but not least, recognition is due for the excellent work accomplished thus far by the IPRC, and our special thanks and appreciation go to President Susan Burke for her support and guidance and to Past President William Burrell and Research Committee Chair Natalie Pearl for their major contributions.

THANH DANG works for Multnomah County Department of Community Justice, Juvenile Services Division, in Portland, Oregon, as a Community Justice Manager. She is an alumnus of the APPA Leadership Institute and her contributions to the organization have included chairing the Issues, Positions, and Resolutions Committee, and serving as the liaison for the Third World Congress in Japan in 2017 as well as serving as the project director for the Second World Congress in the US in 2015. She can be reached at thanh.c.dang@multco.us.



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With funding from the Bureau of Justice of Assistance (BJA), 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) developed the Discover Corrections website. It is currently funded solely by APPA.



OFFENDING AND DESISTANCE: THE IMPORTANCE OF SOCIAL RELATIONS

BY BETH NIXON WEAVER
LONDON, UNITED KINGDOM:
ROUTLEDGE (2015). Hbk, 298 pp.

Occasionally, a book comes to our attention that has the possibility to foster changes in the way we perceive and practice probation. For me, Dr. Beth Weaver has written such a book. It has been 50 years since I commenced my career in probation in the Province of Ontario, and during that time I have witnessed a series of changes in the practices of this profession as probation has adapted to both ideological and theoretical pressures. Weaver's book provided an impetus to reflect on some of these changes and to think again about questions that I have often pondered regarding the value of probation and of some of the practices employed. Most of our efforts as probation officers seem focused on services to or for the offender rather than on the offender, but the critical question for me relates to finding answers to the question of why specific individuals quit their offending behavior.

Over the past five decades, I have heard different mantras for probation practice. In my early years as a probation officer, we were guided by the slogan "advise, assist and befriend." This was succeeded by emphasis on "advocacy, brokerage and counselling." Next, coming out of the "nothing works" era, the shifting emphasis to enforcement was captured by the slogan "tail them, nail them, jail them." Then, in the 80s and 90s, probation adapted to an emphasis on risk management, evidence-based practice, and the importance of core correctional

practices. In this 21st century we are seeing yet another emphasis, calling on probation to be desistance focused. The reader who wants help in understanding and assessing the desistance approach will certainly benefit from reading this book.

Weaver's contribution to this emerging practice is achieved by use of a theoretical approach developed by combining Margaret Archer's work on the interplay of structure and agency with Pierpaolo Donati's relational sociology. This theoretical framework is skillfully employed in understanding empirical material gathered from her ethnographic research, which is based on following the lives of a naturally forming peer group identified as "the Del" in a town in the West of Scotland.

Weaver is a Senior Lecturer in the Department of Social Work and Social Policy at the University of Strathclyde, Glasgow, Scotland, and specializes in criminology and criminal justice social work. She is engaged in several research projects and knowledge exchanges involved with desistance, user involvement, and social cooperative structures assisting re-entry processes. Weaver strives to incorporate an applied focus on penal practice into her research. In this book, she sets out to address the "gap in our knowledge and understanding by exploring the role of a co-offending peer group in shaping and influencing offending and desistance." She takes social relations as the central unit of analysis, allowing her to explore the contributions of "individual actions, social relations and social systems to the process of desistance."

This 12-chapter book begins with an introduction that gives the reader a brief empirical and theoretical context, outlines the aims of the research, and provides an overview of the content. Chapter two provides a critical review of desistance research and is an important chapter for readers who have not yet encountered the desistance literature that has emerged with increasing volume in the past two

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decades. The author discusses what has been learned about desistance and the implications for penal reform. This chapter includes an important discussion on supporting desistance through supervision that is particularly relevant to probation practitioners.

The next chapter presents a conceptual framework for theorizing desistance that uses the work of Archer on agency, structure, and the internal conversation along with the relational sociology of Donati to develop an intriguing investigative framework. The fourth chapter deals with the dynamics of co-offending and examines the peer group under study from its formation to its fragmentation and reformation. The reader will appreciate the excellent discussion of the relational context of offending, which covers issues such as becoming and belonging as well as the nature and dynamics of the group and the members' lifestyle and behavior.

Experiences and outcomes are different for each of the men in the study, and the interesting individual stories of six members of the group are presented in chapters 5 to 10. From their lived experiences, the author builds her case for the importance of social relations. Each of these stories presents useful information on the processes of both change and desistance from crime. Issues raised by these men as they deal with experiences of punishment, relationships, and employment are examined. These men's stories of desistance place differing

emphasis on marriage, parenthood, work, and--in the case of two of the men--the role of religion. For those working in probation, these narratives provide an important reminder that what happens outside the supervisory function is critical in supporting desistance.

In chapter 11, Weaver elaborates on the conceptual lens used to understand these life stories and notes the constraining and enabling aspects of social relations in the desistance process. Drawing on Donati's relational sociology, she takes "the social relation, rather than the individual or the structural, as the primary unit of analysis, the individual stories have illuminated how desistance is co-produced between individuals-in-relation." Weaver makes the case that this analysis demonstrates that "desistance is variously enabled or constrained by the interaction of the social relations of friendship, intimate relations, families of formation and employment mediated through the lens of an individual's personal priorities, values, aspirations and relational concerns." The author concludes the chapter by noting:

...the outcomes of these processes are not static but are influenced by changes in conditioning structures, which can, depending on the individual's response to these changes, engender constraints and limitations. What this in turn confirms, then, is that desistance can be a complex, contingent, individualised, reflexive and relational process.

The final chapter pulls the project together and suggests the value of seeing desistance through the eyes of service users, presenting the implications for policy and practice in working with the users of our services. Weaver again reminds us of the significance of social relations in terms of both constraining and enabling desistance from crime. She emphasizes that the change process extends beyond the penal system and its agents and that we need to look afresh at what individual and informal support systems and networks can contribute. In terms of practice, probation officers can shift their focus to the whole person's quality of life and not just their offenses. That may mean becoming quite

community-focused in both working with families and advocating with other community agencies to develop the necessary support systems and networks to support desistance.

Offending and Desistance makes a major contribution to our understanding of what contributes to desistance and what hinders it. The author's work was recognized in 2016 when she received the British Society of Criminology book prize. I recommend this well-written book to any practitioner or academic who is interested in gaining insight into this important topic.

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