

National Association of Probation Executives EXECUTIVE EXCHANGE

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PRESIDENT'S MESSAGE

At the recent APPA conference in New York I had the opportunity to be part of a press conference that talked about a new paper titled [Less is More: How Reducing Probation Populations Can Improve Outcomes](#). This paper was written by Michael P. Jacobson, Vincent Schiraldi, Reagan Daly, and Emily Hotez. The paper posits that the tremendous growth in probation supervision in the United States over the past several decades should be reversed. The authors highlight New York City as an example of a jurisdiction that has reduced the number of people on probation supervision by 50 percent over 10 years.

Criminal justice reform has had a major impact on our criminal justice system, however in some cases probation/parole supervision has not been part of the larger conversation. The reduction of the prison population has been a great outcome, however an unintended consequence has been the increase of caseloads in probation/parole supervision and an increase of technical violations due to overwhelming increase in caseload. This is creating a probation to prison pipeline that is counterintuitive to criminal justice reform. Therefore, we need to re-examine our supervision strategies to ensure that they are in alignment with our criminal justice



reform packages. We need to also ensure that probation/parole and pretrial services are being equally represented when talking about criminal justice reform. We can't reform a system by only looking at one side. I encourage all of you to read this report (hyperlink above) and to share it with your stakeholders.

Lastly, our hearts, prayers, and thoughts are with those who have been affected by Hurricanes Harvey, Irma, and Maria. These catastrophic events have left many homeless and have devastated communities. I challenge all of us to assist in any way possible to help rebuild these communities because a culture of service is what community corrections has always been about.

Marcus M. Hodges
President

In addition to serving as the President of NAPE, **Marcus Hodges** is employed as the Associate Director at the Court Services Offender Supervision Agency for the District of Columbia.

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EDITOR'S MESSAGE

by

Brian Mirasolo

It was nice seeing many of you at the NAPE Reception on August 26th in New York City. As summer comes to an end the next edition of *Executive Exchange* is here. Thanks to all of the contributors for the high quality content.

Readers will find an array of great long-form pieces that were presented recently at the VI International Probation Seminar in Kolobrzeg, a Polish city located on the Parsęta River on the coast of the Baltic Sea by a North American delegation of NAPE members. Members of the delegation included Dan Richard Beto, Wayne Dicky, Donald G. Evans, Todd Jermstad, and Gerry Minard. Topics of the papers range from the importance of local community corrections partnerships to the support of citizens and the non-profit sector in the supervision process.

There are also a number of short-form pieces included in this edition. Joe Russo contributed an important article on Naloxone and Vin Lorenti provided an informative narrative on the



use of technology assisted care at community corrections centers in Massachusetts. You'll also find a piece on fidelity and the HOPE DFE report, a few interesting book reviews, and a robust *News From The Field* column.

Here's hoping you enter the autumn refreshed and find something within this edition of *Executive Exchange* that helps you lead your respective organizations in the process of continuous innovation and improvement.

For those interested in contributing to the next edition of *Executive Exchange* the editorial deadline is Friday, December 1st.

Brian Mirasolo, the Field Services Administrator for the Massachusetts Probation Service, serves as the Editor for *Executive Exchange*. For those interested in contributing material to *Executive Exchange*, Brian can be reached by phone at 617-909-3102 or by email at bmirasolo@gmail.com.

ASSOCIATION ACTIVITIES

NOMINATIONS SOUGHT FOR OFFICES

It is time to begin thinking about the National Association of Probation Executives election process, which commences now and concludes shortly after April 20, 2018. The election will determine the Association's leadership for a two year period, commencing July 1, 2018, to June 30, 2020.

Positions available include those of President, Vice President, Secretary, and Treasurer.

In addition, seven positions on the Board of Directors are subject to the election process, including two at-large positions and five regional positions. The five regions, and the states that comprise them, are as follows:

New England: Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island, and Vermont.

Mid-Atlantic: Delaware, Maryland, New Jersey, New York, Pennsylvania, and the District of Columbia.

Southern: Alabama, Arkansas, Florida, Georgia, Louisiana, Mississippi, North Carolina, Oklahoma, South Carolina, Tennessee, Texas, Virginia, and West Virginia.

Central: Illinois, Indiana, Iowa, Kansas, Kentucky, Michigan, Minnesota, Missouri, Nebraska, North Dakota, Ohio, South Dakota, and Wisconsin.

Western: Alaska, Arizona, California, Colorado, Hawaii, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, Washington, and Wyoming.

Nominations are being accepted by the Nominations and Elections Committee through the end of the year. In addition to a letter of nomination, please include a biographical sketch of the nominee or a current vita. Only members of the National Association of Probation Executives may nominate an individual for office. Nominations may be sent to the following:

Christie Davidson, Executive Director
National Association of Probation Executives
George J. Beto Criminal Justice Center
Sam Houston State University
Huntsville, Texas 77341-2296

Nominations may also be sent via email to davidson@shsu.edu or by facsimile to (936) 294-1671.

Please give serious consideration to seeking elective office in the Association. For those who feel they cannot serve, please give some thought to nominating a member.

PROBATION PROFESSIONALS RECOGNIZED AT NAPE RECEPTION IN NEW YORK

The National Association of Probation Executives held its annual reception on Saturday, August 26, 2017, in the Manhattan Ballroom at the Marriot Marquis in New York City. During the

reception, which was well attended, three outstanding individuals were recognized with Association awards.



Award winners pose with NAPE officers. Pictured left to right are Vice President Ron Schweer, President Marcus Hodges, Sam Houston State University Probation Executive of the Year Award recipient Michael Fitzpatrick, Dan Richard Beto Award recipient Michael Nail, George M. Keiser Award for Exceptional Leadership winner Kathy Waters, and Secretary Francine Perretta.

The Sam Houston State University Probation Executive of the Year Award was presented to Michael Fitzpatrick, Chief U. S. Probation Officer for the Southern District of New York. This award, the Association's oldest and most prestigious, is given annually by the George J. Beto Criminal Justice Center at Sam Houston State University to an outstanding probation executive selected by the NAPE Awards Committee.



Pictured left to right are Vice President Ron Schweer, Sam Houston State University Probation Executive of the Year Award recipient Michael Fitzpatrick, and President Marcus Hodges.

The George M. Keiser Award for Exceptional Leadership was presented to Kathy Waters, Division Director of Adult Probation Services of the Arizona Supreme Court. This award to an administrator, manager, or supervisor who has demonstrated exceptional leadership under challenging conditions which provide value added activity or service to the organization or community they serve.



Pictured left to right are Vice President Ron Schweer, President Marcus Hodges, George M. Keiser Award for Exceptional Leadership winner Kathy Waters, and Secretary Francine Perretta.

Finally, the Dan Richard Beto Award was presented to Michael Nail, Commissioner of the Georgia Department of Community Supervision. The Dan Richard Beto Award is a discretionary award presented by the NAPE President to someone who has made significant contributions to the probation profession.



Pictured left to right are Vice President Ron Schweer, President Marcus Hodges, Dan Richard Beto Award recipient Michael Nail, and Secretary Francine Perretta.

PROBATION PARTNERSHIPS IN POLAND AND NORTH AMERICA: AN INTERNATIONAL EXCHANGE

by

Dan Richard Beto, Wayne Dicky, Donald G. Evans,
Todd Jermstad, and Gerry Minard
Members, North American Delegation to Poland

From May 21 to May 28, 2017, a delegation comprised of criminal justice practitioners and scholars from the United States and Canada visited Poland at the invitation of the Probation Officers Academy of Poland (Centrum Szkolenia Kuratorów Sądowych, commonly known as CSKS), a division of Business Communication Group. The primary purpose of this invitation was for members of the delegation to attend and present papers at the VI International Probation Seminar, this year being held in Kołobrzeg, a city located on the Parsęta River on the coast of the Baltic Sea. CSKS, organized in 2006, previously had conducted these international seminars in the historic Polish cities of Bytów, Toruń, Wrocław, Gniezno, and Kazimierz Dolny.

The topic of this year's seminar was "Probation in Poland and North America: The Probation Officer in Cooperation with Local Government and Other Institutions."

Delegation Organization

Composition of the North American delegation of five, organized by the International Committee of the National Association of Probation Executives (NAPE), consisted of the following members:

Dan Richard Beto is Chair of the International Committee of the National Association of Probation Executives and President of Beto Strategic Partners; a former Supervising U. S. Probation Officer, he served as Chief Probation Officer in two Texas jurisdictions before becoming the founding Executive Director of the Correctional Management Institute of Texas at Sam Houston State University. He is a past President of the Texas Probation Association and the National Association of Probation Executives, and he was a member of the Reinventing Probation Council of the Manhattan Institute. A former Editor of *Texas Probation* and *Executive Exchange*, he serves on the Editorial Board of *Federal Probation* and Concordia University Press. Beto, a frequent visitor to Poland, was responsible for leading the delegation.

Wayne Dicky is Jail Administrator for the Brazos County Sheriff's Department in Bryan, Texas, where he has been employed for more than three decades. He has served the agency as a detention officer, shift sergeant, facility lieutenant, patrol deputy, and Jail Administrator, his current position. Dicky, who is frequently called upon by the Correctional Management Institute of Texas to serve as a trainer, is a past President of the Texas Jail Association and recently completed his term as President of the American Jail Association. He visited Poland last year as part of a delegation invited by the

Polish Prison Service; in addition, he has assisted the College of Criminal Justice at Sam Houston State University in hosting international criminal justice delegations visiting Texas. This was his first opportunity to attend one of these international seminars.

Donald G. Evans is a Senior Fellow with the Canadian Training Institute and an Advisor to the John Howard Society of Toronto. He has served as a police lecturer at Woodsworth College at the University of Toronto; he has also been Chair of the Citizen's Advisory Committee for the Toronto Parole Office. Evans is a Past President of the Ontario Probation Officers Association, the American Probation and Parole Association, and the International Community Corrections Association (ICCA). He serves as ICCA Liaison to the Confederation of European Probation; he is also a member of International and Publications Committees of the National Association of Probation Executives and serves as Editor of the *Journal of Community Corrections*. Evans has visited Poland on a number of occasions and this was his third time to participate in a CSKS seminar.

Todd Jermstad is Director of the Bell-Lampasas Counties Community Supervision and Corrections Department, headquartered in Belton, Texas. In a criminal justice career that spans close to four decades, he has served as a prosecutor and First Assistant District Attorney in Brazos County, Texas, General Counsel for the Texas Adult Probation Commission, and Assistant General Counsel for the Texas Department of Criminal Justice. Throughout his career, Jermstad, a legal scholar, has shared his expertise by writing opinions for the Texas probation profession, providing an invaluable service. He is active in the Texas Probation Association and serves on the Board of Directors of the National Association of Probation Executives and is a member of the International Committee. This was his second time to visit Poland, and his first to attend a one of these seminars.

Gerry Minard of Kingston, Ontario, spent four decades working in the Canadian criminal justice system and retired after spending 32 years with the Correctional Service of Canada. During his career, he held a number of positions, including parole officer, District Director of Parole, Head of Community Corrections, and Warden. He has served as a Regional Representative to the American Probation and Parole Association and the International Community Corrections Association. For many years Minard has been involved in a number of charitable endeavors; he has volunteered for the Kids for Kids organization, raised almost 3 mil-

lion dollars over 20 years for the Boys and Girls Club, and has been active with the Children's Cancer Clinic at the Kingston General Hospital. This was his first visit to Poland.

Hosting us during our stay in Poland were: Piotr Burczyk, Director of the Probation Officers Academy of Poland, a former President of the Probation Officers Association of Wielkopolska (Greater Poland), and a retired probation administrator; Adam Burczyk, President of the Board of Business Communications Group; and Romuald Burczyk, President of the Board of Fundacja Większe Mniejsze and the Polish-American Development Council. In addition to serving as our hosts, they were responsible for crafting a program for us while in Poland.



North American Delegation Members Gerry Minard, Wayne Dicky, Todd Jermstad, Donald G. Evans, and Dan Richard Beto with Piotr Burczyk.

By way of background, Piotr Burczyk, who met Beto at a probation conference in London in 2004, visited Texas in May 2005 as part of a criminal justice delegation invited by the Correctional Management Institute of Texas and the National Association of Probation Executives, during which members of the delegation visited Texas prisons and Sam Houston State University, attended a conference conducted by the National Resource Center for Police-Corrections Partnerships, and were hosted by the Tarrant County Community Supervision and Corrections Department and the Courts of Tarrant County. In addition, they experienced Texas culture and geography, visiting Panna Maria, the oldest Polish settlement in the United States, and historic San Antonio, the site of the Alamo.

In October 2015 Adam and Romuald Burczyk, Piotr Burczyk's sons, led a delegation of probation professionals to Texas at the invitation of the Correctional Management Institute of Texas, during which they visited Sam Houston State University, Texas prisons, the Brazos County Community Supervision and Corrections Department and the Galveston County Community Supervision and Corrections Department, and participated in the Annual Chief Probation Officers Conference in Galveston. They also enjoyed various aspects of Texas culture, including college football and tailgating.

And in the spring of 2017 the Burczyk brothers returned to Texas with a delegation comprised of probation professionals, a judge, and a member of the faculty at Adam Mickiewicz University. Invited by the Correctional Management Institute of Texas and hosted by members of the National Association of Probation Executives, during this trip they spent considerable time with probation officials and judges in Tarrant County, visited the Brazos County Detention Center, and attended the Annual Conference of the Texas Probation Association in Austin. As in previous visits, they enjoyed Texas history, culture, and hospitality.

The Delegation's Week in Poland

In addition to activities related to criminal justice, our hosts made certain that we experienced Polish history and culture. The chronology that follows provides a summary of experiences on this visit.

Sunday, May 21, 2017: Arriving in the late afternoon at the Poznań Airport, we were met by Adam and Romuald Burczyk and driven to Piła; en route we were provided an overview of the week's agenda and enjoyed the beautiful countryside. Upon our arrival in Piła we were greeted by Piotr Burczyk, and over dinner we discussed in detail the program and itinerary.

Monday, May 22, 2017: In the morning our hosts drove us to a youth cultural institute in Piła, where the arts are taught and young talent is encouraged. Children from broken homes, who are in foster care, or who have been abused or neglected, receive priority consideration for admission to this excellent program. We received a tour of the facility, saw an impressive exhibit of artistic efforts by the children, and then had a question and answer period with an auditorium full of teenagers. It was our sense this program appears to be filling a critical need.

From the youth institute we drove to Miasteczko Krajeńskie, the seat of Gmina Miasteczko Krajeńskie, a rural administrative district in Piła County that covers an area of 27.3 square miles. Gmina Miasteczko Krajeńskie contains the villages and settlements of Arentowo, Brzostowo, Grabionna, Grabówno, Miasteczko Krajeńskie, Miasteczko-Huby, Okaliniec, Solnówek, and Wolsko. We met with the Mayor of the gmina – Małgorzata Włodarczyk – with whom we discussed issues in government, community service by offenders, and the history of the area.

She took us to see the grave of Michał Drzymała (1857-1937), where we placed fresh flowers and lit new candles. By way of background, Michał Drzymała was a Polish peasant living in the region – then the Grand Duchy of Posen – under Prussian rule. He is a Polish folk hero because, after he was denied permission to build a house on his own land – he was Polish and opposed to Germanization by the Prussian authorities in the village of Kaisertreu – he bought a circus wagon and turned it into his home. At the time, Prussian law considered any dwelling a house if it remained stationary for more than 24 hours. Drzymała used the mobility of the wagon to circumvent the law by moving the wagon each day and thus preventing the Prussians the ability to penalize him. His dwelling became known as Wóz Drzymały (Drzymała's wagon), and gained notoriety when his status was described by the Polish and European newspapers, making fun of the Prussian state, and energizing Poles living under the Prussian authority against it.

From the graveyard we were driven to the nearby Michał Drzymała School of Agriculture Training, where we heard a pre-

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sentation from a student and met with descendants of Michał Drzymała. We were also taken to the site of Michał Drzymała's home, where a plaque commemorates the spot.

In the evening our hosts drove us to an upscale restaurant located on the Gwda River in Szydłowo, where we had dinner with Eligiusz Komarowski, the Mayor of Powiat Pilski, and one of his aides. We discussed a variety of issues – many of which we have in common – during the meal. After dinner and before returning to our hotel we were driven around the city of Piła and points of interest were identified to us.

Tuesday, May 23, 2017: In the morning the Burczyks took us to visit the Courts of Koszalin, a city in northwestern Poland. It is located seven miles south of the Baltic Sea coast, and intersected by the river Dzierżęcinka. Koszalin is also the capital of Koszalin County. Upon arriving in Koszalin, we met with Marek Ciszewski, the Administrative Judge of the Courts, as well as Elżbieta Witkowska, a Penitentiary Judge. We also attended a meeting of the Regional Council for the Rehabilitation of Convicted Persons. Members of this council included judges, probation officers, prison officials, and providers of services. While some business was conducted by the council, most of our time there was devoted to responding to questions about the American and Canadian criminal justice systems.



Members of the North American Delegation with Polish hosts at the prison in Koszalin.

In the afternoon, following lunch at the courthouse, we were driven to the prison in Koszalin, where we were provided a tour by the prison's warden, Lt. Col. Wiesław M. Panaszewska, and her second-in-command, Major Krystian Kulicz. Also accompanying us on the tour was an officer who was taking photographs of us; his name was Sebastian Rygiel, and he spoke English very well and was helpful in explaining intricate issues. This was a well-run facility.

Our next stop was Mielno – also on the Baltic coast – where we checked into a hotel. For the remainder of the afternoon we visit the coast, had dinner, and did some sightseeing. We also discussed tomorrow's agenda, which would be fairly relaxed.

Wednesday, May 24, 2017: The weather had turned cold and rainy during our morning journey to Kołobrzeg, the capital of Kołobrzeg County. Our first stop in Kołobrzeg was the Co-Cathedral Basilica of the Assumption of the Blessed Virgin Mary, a church built in the 14th century in the Gothic style. It has the status of parish church, minor basilica, and since 1972 is the co-cathedral of the Diocese of Koszalin-Kołobrzeg. From the 17th century to the 20th century, the church suffered destruction due to wars; it has undergone considerable restoration.

Because of the change in the weather, we went shopping for hats and jackets for members of the delegation at a nearby shopping mall.

We then drove to the Sand Hotel, the site of the VI International Probation Seminar, located a few blocks from the Baltic coast. After checking in, we went for a walk in a light rain to the pier on the Baltic Sea. The weather had become bitterly cold and we did not stay there long, retreating to a nearby restaurant for a late lunch.

That evening we met with conference participants and our interpreter for dinner in the hotel's restaurant, where a section had been reserved for us. During the dinner we became reacquainted with persons we had met previously in Poland and Texas; in addition, there were several new participants to whom we were introduced.

Based on introductions, we learned this year's seminar will be attended by Polish judges, probation officials, and members of academia.

Thursday, May 25, 2017: Promptly at 10:00 AM the formal proceedings commenced. Romuald Burczyk provided an overview of the recent trip to Texas by a delegation he led; we noted five of the six members of that delegation were in attendance. After his presentation, Piotr Burczyk gave some opening remarks about the scope of the seminar. Beto followed with information about NAPE and its relationship with CSKS; he also introduced the members of the North American delegation.

A new feature of the seminar was the presentation of the *Star of Probation Award* by CSKS, in which persons who have made significant contributions to furthering Polish-American relations and advancing the Polish probation profession are recognized. One award was presented to Beto for his efforts in developing Polish-American relations; another was given to Magdalena Niewiadomska-Krawczyk of the University of Łódź for her service to the probation profession and her contributions to these seminars; and a third was presented to Małgorzata Cherezińska, also from Łódź, for her leadership in probation.



Recipients of the Star of Probation Award: Magdalena Niewiadomska-Krawczyk, Dan Richard Beto, and Małgorzata Cherezińska.

Following the awards ceremony, Beto began the presentations with "Police-Probation Partnerships: Experiences in

Texas,” and was followed by Evans, who spoke on “Agencies Supporting Effective Community Supervision: The Canadian Experience.” “Volunteers in Community Corrections Contribute to Public Safety” was Minard’s topic; he was followed by Dicky, who spoke on “Detention and Community Supervision Working Together for Successful Reintegration.” Jermstad gave the last presentation from the North American delegation; his subject was “Incorporating into Probation Emerging Practices in Mental Health Treatment.”

At the conclusion of Jermstad’s presentation, there was a break in the proceeding for a late lunch. When we reconvened, Niewiadomska-Krawczyk spoke on legal issues in the development of partnerships; she was followed by Cherezińska, who passionately advocated the further development of victim assistance programs. Following the end of the formal presentations, there was a lively question and answer period. This continued until about 5:00 PM, when we broke to do some sightseeing.

We all gathered in the lobby and walked towards the Baltic Sea, passing a long line of shopping stalls along the way. Today’s weather was a much better than yesterday’s – sunny and clear – and we had an enjoyable walk on the pier. Our next stop was the Monument to the Sea of Poland in Kołobrzeg – a modernist monument from 1963 commemorating the wedding of Poland with the sea on March 18, 1945. We proceeded on to the famous Kołobrzeg lighthouse. The lighthouse, located at the entrance to the port of Kołobrzeg, stands on the right bank of the river Parsęta. The history of the Kołobrzeg lighthouse dates back to 1666. In World War II the lighthouse was destroyed by German engineers because of its value as an observation point for Polish artillery. After the Second World War the lighthouse was built at a slightly different location from the original.

At 8:00 PM we reconvened in a private dining room at the hotel adjacent to where the seminar took place for a final “gala” dinner. Following dinner, Romuald and Adam Burczyk showed photographs on a large screen of their two trips to Texas. It was close to 11:00 PM when the North American delegation left the festivities. We met in Beto’s room to debrief and prepare for tomorrow’s closing session. We developed a number of “bullet points” about the seminar we could discuss tomorrow.

Friday, May 26, 2017: Shortly before 10:00 AM the seminar participants met on the hotel’s fourth floor terrace – it was too beautiful a day to remain inside – to discuss the merits of this year’s program. Piotr and Romuald Burczyk each provided some comments and then Beto was asked to say a few words on behalf of the North American delegation.

Points Beto made, based on the previous night’s debriefing, included: 1) the seminar was held in an excellent venue in terms of the hotel, the accommodations, food service, and the historic city; 2) the overarching subject of the seminar was an important one; 3) there existed a common theme in the presentations in that all presenters touched on the subject of the need for inter-agency cooperation to improve the supervision of convicted persons and in the delivery of needed services; 4) the rich discussion period that followed the presentations expanded on many of the topics and provided a better understanding of the issues; 5) the presentation of awards by CSKS was a good idea in recognizing individual contributions to the field of probation; and 6) our hosts – Piotr, Romuald, and Adam Burczyk – are to be commended for providing such great hospitality and producing another successful seminar.

Seminar participants exchanged goodbyes and this concluded the VI International Probation Seminar.

Following the seminar’s conclusion, we were driven to the nearby city of Słupsk, where we met with Klaudiusz Dyjas, Director of the Municipal Family Assistance Center. This program offers services for domestic violence victims, foster homes for neglected and abused children, counseling for persons suffering with addictions, temporary housing, financial aid, medical attention, and employment assistance. This program operates with the assistance of government, religious organizations, and charities.

Dyjas and members of his staff provided us an overview of the program and then took us to the site of a domestic violence shelter, which had been renovated by inmates from a nearby prison. This particular shelter is run by members of a protestant religious organization. After a tour of this facility and a briefing of the programs available here, we left for the prison at Ustka.

At the prison we were shown a PowerPoint presentation on this facility, which is an external unit to the remand prison at Słupsk. Major Przemysław Groński, who is in charge of this facility, and Lieutenant Piotr Glapiak, who spoke exceptional English, provided us a thorough tour of the prison. Many of the inmates have jobs in the community, and it was this facility that provided services to the domestic violence shelter in Słupsk. This was an impressive facility in terms of mission and management. It certainly met all of the qualities espoused by the late correctional scholar John Conrad in that it was “lawful, safe, industrious, and hopeful.”



Members of the North American Delegation with Polish hosts at the prison at Ustka.

After some photo ops at the prison, we drove toward Tczew, stopping in Kobylnica for a late lunch or early dinner. Following our meal we continued on our journey toward Tczew, but making a detour and stopping at Bytów, the capital of Bytów County. The origins of Bytów can be traced back to the early Middle Ages when a fortified stronghold once stood near the town. Throughout its entire history, Bytów was known to be a multicultural town inhabited by Kashubians, Poles, Germans, and Jews. Bytów is a popular tourist destination in the region of Pomerania and is famous for its medieval Teutonic Castle built in the late 14th century. CSKS held the first International Probation Seminar in this town because of Beto’s connection to it; his great grandfather came to the United States from Bytów in the mid-1800s. We visited the Teutonic Castle and the town square, where the Parish

Church of St. Catherine of Alexandria and St. John the Baptist, erected in 1238 and the oldest parish in the city, is located.

Later in the evening we arrived at the hotel in Tczew, where we checked into our assigned rooms. This was a very long day.

Saturday, May 27, 2017: Our last full day together as a group was devoted to sightseeing, and our Polish hosts did an exceptional job of taking us to interesting sites. By 8:30 AM we had checked out of the hotel, packed our luggage in the van, and commenced the short drive to Malbork, the location of a massive castle built by the Teutonic Knights, a German Roman Catholic religious order of crusaders. In 1466, both castle and town became part of Royal Prussia, a province of Poland. It served as one of the several Polish royal residences, interrupted by several years of Swedish occupation, and fulfilling this function until Prussia claimed the castle as a result of the First Partition of Poland in 1772. Heavily damaged after World War II, the castle was renovated under the auspices of modern-day Poland in the second half of the 20th century and most recently in 2016. The castle presently hosts exhibitions and serves as a museum.

The castle is a classic example of a medieval fortress and, on its completion in 1406, was the world's largest brick castle. UNESCO designated the "Castle of the Teutonic Order in Malbork" and the Malbork Castle Museum a World Heritage Site in December 1997. It is one of two World Heritage Sites in the region with origins in the Teutonic Order. The other is the "Medieval Town of Toruń," founded in 1231 as the site of the castle Thorn. Malbork Castle is also one of Poland's official national Historic Monuments. After spending several hours touring this magnificent castle, we were back on the road, this time heading to the other World Heritage Site in the area, the city of Toruń.

Toruń, located on the Vistula River, is one of the oldest cities in Poland, having been established in the early 13th century by the Teutonic Knights. Over centuries, it was the home for people of diverse backgrounds and religions. At one point, the city was considered the most modern cultural and technological center in Medieval Europe. From 1264 until 1411 Toruń was part of the Hanseatic League and by the 17th century it was one of the elite trading points, which greatly affected the city's architecture ranging from Brick Gothic to Mannerism and Baroque. Throughout different periods of time, the city was part of Poland, Prussia, and Germany; prior to World War I, the city was located within the Prussian region of the German Empire. After Poland declared independence in 1918, Toruń was incorporated into Polish territory. During World War II, it was one of the few cities in the country that sustained no damage; this allowed the town center to be fully preserved with its iconic central marketplace. Toruń is the birthplace of Polish polymath Nicolaus Copernicus.

After parking our vehicle and walking into the city center, our first order of business was to find a place to have lunch. Piotr Burczyk suggested we dine at Gessler Restauracja U Kucharzy, which we did; we ate in the outside terrace covered by large umbrellas. Following a great lunch with wonderful service, we explored the city and did some shopping.

One of our stops was the Church of St. John the Baptist and St. John the Evangelist; it has served as a parish church, a Minor Basilica, and since 1992 as the Cathedral of the Toruń Diocese. The interior is richly decorated and furnished. The earliest painted decorations in the presbytery date back to the 14th century and depict the Crucifixion and the Last Judgment. One of the side chapels is connected with Nicolaus Copernicus. There

is a 13th century baptismal font, supposedly used for baptizing this Polish polymath, a 16th century epitaph to him, and 18th century monument.

After wandering around this impressive house of worship and taking some photographs, we walked by Copernicus' House and Museum, a medieval burgher's house which belonged to the Copernicus family in the second half of the 15th century. Many historians point to the house as a birthplace of the renowned astronomer Nicolaus Copernicus, who was the first to prove that the Earth was not a static center of the universe but merely one of the planets circling the Sun along their orbits. After a photo op, we continued on and soon found ourselves back in the center of the town, where the Town Hall and the famous Copernicus Statue may be found.

From Toruń we drove to Gniezno, a city that is approximately 31 miles east of Poznań. One of the Piast dynasty's chief cities, it was mentioned in 10th century sources as the capital of Piast Poland. The Roman Catholic archbishop of Gniezno is the primate of Poland, making it the country's ecclesiastical capital. It is also the administrative seat of Gniezno County.

The primary purpose of stopping in Gniezno was to visit the Royal Gniezno Cathedral, also known as the Cathedral Basilica of the Assumption of the Blessed Virgin Mary and St. Adalbert, a brick Gothic cathedral that served as the coronation place for several Polish monarchs and as the seat of Polish church officials continuously for nearly 1,000 years. Throughout its long history, the building stayed mostly intact, making it one of the oldest and most precious sacral monuments in Poland. This is one of Poland's national Historical Monuments, as designated on September 16, 1994, and tracked by the National Heritage Board of Poland. Upon arrival we looked in the church and found that a mass was in progress; not wanting to be disruptive, was remained outside and viewed the exterior of this house of worship before departing this historic city.

From Gniezno we traveled to a hotel adjacent to the Poznań Airport. After checking into our rooms we had our last meal together in the hotel restaurant. During this final gathering with our Polish hosts we were informed by Romuald Burczyk that we have driven close to 800 miles this week. Both Piotr Burczyk and Beto expressed a desire to continue the professional relationship between CSKS and NAPE. We all thanked the Burczyks for their gracious hospitality over the past week.

Sunday, May 28, 2017: Beto, Dicky, and Minard had a 6:00 AM flight out of Poznań for Munich; Dicky and Minard continued on to their final destinations, while Beto remained in Munich for three additional days before returning to Texas. Jermstad left Poznań later in the morning by train for Kraków, where he would remain for several days prior to his return to the United States. And in the afternoon Evans flew from Poznań to Warsaw, with a connecting flight to Toronto.

Observations by Members of the Delegation

That which follows are individual observations about the trip from the five members of the North American delegation.

Wayne Dicky: It was an honor to be invited to participate as a member of the North American Delegation to this year's seminar of the Probation Officer's Academy in Poland. As our visit to Poland approached I developed a distinct concern that a Jail Administrator from Texas might not fully understand the chal-

lenges of probation in the United States, not to mention Poland. These concerns were eased within moments when the seminar began. It became obvious that the difficulties faced with managing people in jail and managing people on probation are very similar. As I listened to the presentations of the North American and Polish delegates, I felt as though we had been working together for years on common issues. These shared problems demonstrated the value of this conference and the effort to find successful practices to improve our communities.

My thanks are extended to Piotr, Adam, and Romuald Burczyk, for providing an opportunity to learn about the criminal justice system and for sharing the history and culture of Poland.

The tour of the prison facilities included in this program highlighted many common operational trends and some differences from our Texas jails. The facilities themselves are clean and well organized. The custody levels are described as open, semi-open, and closed with many similarities in our operation of minimum, medium, and maximum housing. Interestingly, open and semi-open facilities do not use institutionally issued uniforms. Multiple occupancy cells are common especially in open and semi-open units. Wardens face the challenges of operating facilities with some age, but they are safe and secure. It is interesting to note that “age” of a building is sometimes measured in hundreds of years in Poland versus our decades.

The prisons visited shared a restorative approach to inmate management. Programs addressing common social issues are readily available and are well attended. Most of the inmates at the facilities we visited were employed either in the prison, on supervised crews, or allowed to leave daily to fill jobs in the private sector. Money earned from work is managed by the prison and portioned to restitution, family support, savings for release, and for use while incarcerated. Work while incarcerated often leads to employment on release.

These facilities were less restricted by concerns we often have about security and more focused on programming. As Jail Administrators, we are often confined; not like the people we incarcerate, but we limit our thinking to resources and solutions that are well known to us. When we look outside to other professionals we can find innovative solutions to problems. Participation in the seminar at Kołobrzeg offered the opportunity to hear presentations on probation, mental health, recidivism, reentry, and other current issues faced by corrections professionals. International borders have little effect on these challenges.

Donald G. Evans: This was my sixth opportunity to participate in a delegation to Poland that involved opportunities to present at either prison conferences or probation seminars. This particular delegation was formed by Dan Richard Beto, Chair of the International Committee for NAPE and included Gerry Minard and me – two Canadians – thus forming a North American delegation. The delegation was formed in response to a request from Piotr Burczyk, Director of the Probation Officers Academy of Poland, to participate in the VI International Probation Seminar being held in Kołobrzeg. This would be my third involvement with the Academy’s probation seminars and as with the previous opportunities was once again an interesting and informative week of engaging with officials and institutions working to promote effectiveness in the service of public safety.

Our excellent hosts provided the delegation with an exceptional opportunity to engage with the history, culture, and cuisine of Poland. More specifically, I had an opportunity to expand

and revise my knowledge of the criminal justice system in Poland through visits with judges, prison staff, and participants at the probation seminar. It is clear to me that when you are invited by another country to talk about issues related, in this case to probation, you find yourself responding not as an expert but rather as a student as you enter into dialogue with your hosts and that adopting this stance increases the learning for both parties to the discussion. Taking this dialogical approach kept me from both thinking and acting as if all the answers to the management of offending behavior could be gained by listening to representatives of two countries many years younger. In fact, if you travel internationally and engage with other correctional systems and are open to listening and learning you begin to see your own system through a different lens and find yourself imagining other approaches that would be beneficial back home.

Our visits to educational and government institutions began on our first full day in Poland. The first stop was to a youth cultural institute that provided an extensive arts program for young people and supported talented youth to pursue their interests through various forms of artistic expression. The program’s main mission was to provide support to youth in foster care or had experienced abuse or neglect. This institute filled a critical gap in services to youth and is an example of efforts to prevent involvement in the criminal justice system. We also visited an agriculture training school. The next day we visited the courts in Koszalin, meeting with the Administrative Judge and a Penitentiary Judge responsible for parole in the area. Following this meeting we observed a meeting of the Regional Council for the Rehabilitation of Convicted Persons and were involved in a question and answer session following their meeting. This was an informative session and it was useful to see how the local community was being brought into the “oversight” of rehabilitative efforts. In the afternoon we visited the prison at Koszalin and had a tour of the facility. I found the prison was not crowded, that programs were available, the members of the staff were well trained and equipped, and the officer staff were running an orderly facility.

After a restful night Kołobrzeg, on Thursday we assembled with the seminar participants. The seminar topic was on the development of partnerships and other approaches to assist the probation officer in the execution of their tasks in the reintegration of the probationer. There was a very interesting and informative dialogue and an appreciation for the probation officer’s efforts to engage the community. I found the presentation on the legal issues involved in creating partnerships in Poland informative and the presentation on assistance to victims very critical to our work with offenders. The following day we all met to debrief the seminar and discuss possibilities for future seminars. There was general consensus that this particular approach is valuable and is an excellent way to exchange information and ideas across both cultural and language barriers; in fact, I noticed that after a while relations developed that transcended these barriers and the event was a relaxed and comfortable learning environment.

After the seminar we visited a social service office and a domestic violence shelter and toured the prison at Ustka. This prison was very interesting; the emphasis was on education and work. In fact, the majority of prisoners left the prison every day for work either paid or unpaid and returned in the evening. All were dressed in their own clothes and the facility demonstrated evidence of being well managed and mission oriented.

I have no questions as to the value of these exchanges for enriching our knowledge of how others approach the difficult problem of dealing with offending behavior. I found enjoyment in the Polish cuisine, the excellent beer, and, strange as it may seem, in the best Greek salads I have ever experienced. The cultural visits and discussions of the rich heritage of the Polish people assisted in our understanding of this country. Finally the exposure to their court and correctional systems as well as to the role education and social service agencies are playing in partnership with the probation system in promoting public safety was impressive. Travel and participation in the “world” of other like-minded people is an enriching experience.

Todd Jermstad: This was the second time that I have visited Poland as part of a criminal justice delegation. I made my first trip to Poland in 2005. When offered the chance to go a second time I eagerly accepted. I was very curious to see what changes had been made in the twelve years since I had been there. At the time that I visited Poland in 2005 they were still emerging from the years under Communism and had just recently joined the European Union. I noticed that the roads in the country were poorly constructed and the housing could best be described as in need of attention. The unemployment rate hovered around 13% and many of the young people were leaving the country for other parts of the EU for better opportunities. Nevertheless I saw a lot of potential for Poland to have an economic impact on the rest of the EU, especially in agriculture and forestry.

When traveling to Poland this time I knew a little of the current economic and political situation in that country. Poland is much wealthier in the Western and Northern parts of the country than elsewhere. This is the area where our criminal justice delegation traveled. The remainder of the country is poorer and much more conservative and is the base for the authoritarian government that was recently elected in Poland. Despite this division, Poland is now the fifth largest economy in the EU and was the only country in the EU that did not suffer a recession in the economic downturn in 2008.

The Poland that I saw in 2017 was vastly different than the one I saw in 2005. I was very impressed with the highways and other infrastructure and could tell that the EU had made a sizeable investment in the country. There was a great deal of agricultural production in the country side and the cities were filled with new construction projects, beautiful hotels, and many retail stores appealing to consumers. I also felt that the people, especially the younger generation, were a lot more confident than the people I had encountered in 2005 and were very optimistic about the future of their country.

In terms of their criminal justice system, when I first visited in 2005 they were in the process of becoming “EU compliant,” especially in terms of their prisons and jails. They were very in-

terested in how probation was administered in the United States and we spent a lot of time providing technical assistance. They also had to rely heavily on volunteers and community organizations. In my visit this year, all that had changed. While we still visit prisons, interacted with criminal justice professionals and academics, and stopped by local service organizations, including a youth program and one for battered women, they were far less likely to ask for assistance from our delegation but instead proud to show us what had been accomplished in their country. One thing that remained unchanged between 2005 and 2017 was that the Poles were warm, welcoming people who are proud of their culture and heritage.

Dan Richard Beto: I have been invited to Poland to participate in meetings, conferences, and seminars over a dozen times, and I never tire of returning to this beautiful country with its friendly and gracious people and its rich history and culture. This most recent trip – organized by Piotr, Adam, and Romuald Burczyk – proved to be as enjoyable and productive as previous visits.

The VI International Probation Seminar on the Baltic coast was a success in terms of information exchanged and in advancing international relations. In addition to participating in the seminar, thanks to our hosts we were able to meet with municipal government officials, educators, social service providers, and professionals engaged in the criminal justice system – judges, probation officers, and prison officials – which gave us a greater appreciation of the challenges the country faces and how these challenges are being addressed. Too, we were able to interact with some very bright and talented students, who represent to future of the county; they were truly impressive.

In addition to these informative professional exchanges, our Polish hosts made certain that we saw some of the country’s geography; while traveling we viewed the beautiful countryside and we were able to visit the historic cities of Piła, Kołobrzeg, Bytów, Malbork, Toruń, and Gniezno. Also, we thoroughly enjoyed the delicious Polish cuisine and the refreshing piwo.

Our hosts did a truly great job of crafting a marvelous program for us, and the hospitality extended to us was outstanding. Likewise, we are convinced that our Polish hosts were more than satisfied with our involvement in the professional and cultural activities they offered.

On a fairly remarkably note, all members of the North American delegation experienced no flight problems on this trip in that there were no delayed, missed, or cancelled flights, and no lost luggage. Too, with the exception of one day, during the week we were in Poland the weather could not have been better.

This was a wonderful visit – one that my colleagues and I will not forget – and I look forward, both personally and professionally, to a continuing relationship with our Polish friends.

POLICE-PROBATION PARTNERSHIPS: EXPERIENCES IN TEXAS

by

Dan Richard Beto

Introduction

When I was told the topic of this seminar would be “Probation in Poland and North America: the probation officer in cooperation with the local government and other institutions,” I had to stop and give the subject some thought.

And upon reflection, I quickly came to the realization that in the five decades I have been involved in the criminal justice system – most of which in the field of probation – I have witnessed probation evolve from a fairly isolated, inward thinking organization whose interactions with other agencies and organization were limited, to one that that now engages in a vast array of cooperative agreements, partnerships, and networks, in varying degrees, with governmental agencies, businesses and corporations, the religious community, schools and institutions of higher learning, and a variety of non-profit and for-profit organizations.

Current data from the Bureau of Justice Statistics indicates that at year end 2015 there were 4,660,300 persons on probation or parole in the United States – that represents 68% of the total offender population. And in Texas there were 500,839 persons on probation or parole, representing 70% of the total offender population.

Considering the size of the correctional population living in the community and the vast array of problems this group presents, coupled with the limited financial and human resources available to probation departments to adequately serve the needs of the community, the courts, and the offender population, inter-agency collaboration or partnerships has become a necessity.

For the time allotted to me I want to discuss the importance of one particular partnership – police-probation partnerships.

Early Examples of Partnerships

In the early 1990s, in a number of cities throughout the United States, observers of criminal justice practices began to witness a “new” phenomenon – police-probation partnerships. Perhaps one of the better known partnerships occurred in the Dorchester area of Boston, Massachusetts, where police and probation officers began working together to reduce the number of gang-related youth homicides. This initiative – known as Operation Night Light – had a significant impact on youth violence and captured the support of community leaders, social service agencies, and the clergy. As a result of the successes achieved with Operation Night Light and several similar initiatives, other jurisdictions throughout the country created partnerships between law enforcement and probation agencies.

These collaborations, while commendable and effective, were hardly “new” or innovative. Partnerships of this nature – usually built on personal relationships – were not all that uncommon during the 1950s, 60s, and 70s. What made Operation Night Light unique was that it went beyond personal relationships and became a collaborative model embraced by a number of agencies

and organizations. Too, it became part of the DNA of the organizations that formed the partnership.

While many community corrections colleagues of my generation could share similar recollections, I will rely on a couple of experiences that occurred during the infancy of my probation career to illustrate earlier forms of partnerships.

The Baytown Experience

In the fall of 1968 I began working as a juvenile probation officer for the Harris County Juvenile Probation Department in Houston, Texas. Following a couple of months at the headquarters office, I transferred to the satellite office in Pasadena, Texas, where I was assigned a caseload that included the city of Baytown. My predecessor, Tony Traweek, was an excellent probation officer who had moved to another assignment. During his tenure with the Baytown caseload, he had developed a number of relationships with law enforcement and school officials, and, at his urging, I followed his lead.

Once a week I visited Baytown, arriving at the Baytown Police Department around 8:30 AM to meet with Sgt. Jim Langford, the juvenile officer, and Kim Worden, the school district’s truant officer. Following our meeting, in which we each shared new developments in our respective workloads, discussed individual cases, and agreed on an itinerary for the day, we all got into Sgt. Langford’s unmarked police vehicle and began making our rounds – visiting with school principals and counselors, probationers, parents and family members, social service providers, and employers.

This practice continued for over a year, until I was promoted to a training officer position and transferred to the headquarters office in Houston. The relationships started by my predecessor, and that continued during my assignment to the Baytown caseload, might serve as a model of how police, probation, and schools should work together to best utilize their limited resources in crime prevention and the promotion of public safety.

In our own informal way of conducting business, we engaged in multi-agency problem-solving strategies and in many activities associated with what was later to become known as community policing.

Federal Probation and the Brazos County Assignment

After two years with the Harris County Juvenile Probation Department, in 1970 I had the good fortune of being appointed a United States Probation Officer for the Southern District of Texas. While most of the cases I handled were in the Houston area, I was also assigned the northwestern part of the district, which included the cities of Bryan and College Station in Brazos County, a little more than 100 miles from Houston.

Drawing on my experiences as a juvenile probation officer in Baytown, I made it a point to get to know key personnel in the law enforcement agencies in the Bryan-College Station area and

to develop meaningful relationships. Sam Searcy, a former classmate of mine at Sam Houston State University, grew up in Bryan and was working for the Brazos County Sheriff's Department. I informed him of my new duties, and he showed me around the area. In addition to the staff within his own department, Officer Searcy introduced me to key personnel with the Bryan Police Department, College Station Police Department, District Clerk and County Clerk, District and County Attorneys Offices, Texas Department of Public Safety, Texas A&M University Police Department, Alcohol Beverage Commission, and members of the judiciary. While I would have likely made these acquaintances on my own, having someone who grew up in the area introduce me helped develop these relationships much quicker.

One person to whom I was introduced was Bobby Yeager, a detective with the College Station Police Department. For inexplicable reasons, we developed a close relationship, and he became one of my primary contacts in the area. When I visited Brazos County each month, I would park my vehicle at the College Station Police Department, and Detective Yeager would drive me around the county in his unmarked vehicle to visit offenders under my supervision and make the necessary contacts while conducting presentence investigations.

Because I traveled to Brazos County once every three or four weeks, I made it a point that local officials knew the persons I was supervising by providing them with a monthly list that included the offender's name, descriptive data, address, offense information, and term of supervision. This was prior to computers, sophisticated data management systems, and the Internet, so it was an effort to type this information, but it was well worth the time. It was not uncommon to receive telephone calls at home in the evenings and on weekends in which I was informed that one of my probationers or parolees had been arrested and I was asked what course of action I desired. These calls came not only from law enforcement officers but from prosecutors as well.

In addition to the public safety function they traditionally perform, because local officials got to know some of my probationers personally by going around with me, they developed an interest in them, to the point of referring them for social services and suggesting job opportunities. What developed during the 1970s in Brazos County – as it specifically related to my caseload of federal probationers and parolees – was an informal network of criminal justice professionals who genuinely wanted to see the persons under my supervision succeed.

Unfortunately, experience and research suggests that most partnerships of this nature are based on individual relationships and rarely do they translate into formal relationships between agencies. With retirements, reassignments, promotions, and changing priorities, many of these wonderful partnerships evaporated in the 1980s, and the effectiveness of offender supervision suffered.

Project Spotlight: A Probation Renaissance

In 1999, as a result of the successes experienced by Boston's Operation Night Light, Richard Nedelkoff, Executive Director of Texas Governor George W. Bush's Criminal Justice Division, and with the support of the Texas Legislature, created Project Spotlight, an innovative program that focused resources to prevent crime in Texas neighborhoods and created working partnerships between law enforcement, adult probation, and juve-

nile probation. Beginning with Fiscal Year 2000, the Governor's Criminal Justice Division awarded sizeable grants to seven of the largest counties – Bexar, Dallas, El Paso, Harris, Nueces, Tarrant, and Travis – to provide unprecedented levels of supervision and services to high-risk offenders residing in high-crime neighborhoods.

About the same time Project Spotlight was being launched, the Manhattan Institute in New York issued the first of two publications calling for a reinvention of probation. Interestingly, the Project Spotlight model and the "broken windows" model of probation espoused by the Manhattan Institute's Reinventing Probation Council, while developed independently, had many shared values. Those common values included:

- The delivery of quality services;
- An emphasis on public safety;
- Meaningful supervision;
- A rational allocation of resources;
- Strong enforcement of the conditions of probation and a rapid response to violations;
- The development and nurturing of meaningful partnerships; and
- A focus on evidence based initiatives.

The grants from the Governor's Office provided each county with sufficient funding to create three teams of three individuals each – a juvenile probation officer, an adult probation officer (community supervision officer), and a law enforcement officer, either a deputy sheriff or a police officer. These teams provided supervision during non-traditional hours; it was not uncommon for the shifts to begin late in the afternoon and conclude sometime after midnight. In addition to providing intensive supervision and surveillance, the teams coordinated efforts and shared information with other law enforcement and social service agencies to ensure that offenders were being consistently monitored and held accountable for their actions, and that they were receiving the appropriate services to meet their needs.

One of the driving forces behind this innovative program was Jim Kester, who was charged with administering the grants for the Governor's Office. He was totally invested in this program and devoted much of his time and energies to ensure its success. While a formal model for the program was in place for the sake of subsequent evaluation, Mr. Kester encouraged the seven jurisdictions to be creative in crafting programs to best serve the needs of the offender population and the communities they served.

In addition to funding these seven sites, the Governor's Office created and funded the Center for Project Spotlight at Sam Houston State University in Huntsville. The Center for Project Spotlight was created to provide an infrastructure for the program. The Center, under my direction and staffed by the Correctional Management Institute of Texas and the Law Enforcement Management Institute of Texas, was responsible for developing and delivering educational forums, specialized training, and on-site technical assistance. In addition, the Center published a quarterly newsletter and a number of topical monographs related to police-probation partnerships.

During Governor Bush's administration, every effort was made to institutionalize this initiative. Unfortunately, when Governor Bush resigned following his election as President of the

United States, and Richard Nedelkoff left to become Director of the Bureau of Justice Assistance in Washington, much of the program's support departed as well. When it convened in 2003, the Texas Legislature was faced with what many described as a fiscal crisis and, as a result, funding was eliminated for many worthy programs, including Project Spotlight. And with the elimination of funding, these formal partnerships soon ended as well.

Despite the demise of Project Spotlight, it is encouraging that a number of informal and some formal partnerships continue to exist in Texas between probation and law enforcement.

Police-probation partnerships, have taken many forms, including:

- enhanced supervision and specialized enforcement;
- fugitive and absconder apprehension;
- information and intelligence sharing;
- specialized enforcement; and
- interagency problem solving, including interagency training.

And while these forms of interagency cooperation exist in certain jurisdictions, there is so much more that should be done in the development of partnerships.

Conclusion

Considering the limited resources probation and law enforcement agencies have to work with, coupled with bureaucratic obstacles and ever changing directives from politicians and policymakers, the argument can be made that formalized police-probation partnerships are not only good, they are imperative for agencies engaged in combating crime and the associated problems that plague society. Equally essential are alliances between adult and juvenile probation departments and a host of social service agencies.

It is my sense that failure to develop and maintain meaningful partnerships is a failure in stewardship and a failure in leadership.

Now, I will acknowledge that successful partnerships – like successful marriages – do not come without some difficulties. Successful collaboration requires:

- courageous leadership;
- a shared vision;
- clearly defined objectives;
- a commitment to consensus building;
- occasional compromise; and
- a lot of hard work.

It is far easier to put forth no effort to develop relationships, to continue to hold to time-honored but invalidated practices, and, paraphrasing Albert Einstein, to continue to do the same thing yet expect difference results.

As community corrections professionals embrace and institute the concept of evidenced based practices, and as lawmakers refocus their attention on probation as the preferable sentencing alternative to expensive prison confinement – and particularly for non-violence offenders – probation professionals will be held to higher expectations and, likewise, greater accountability will be demanded of them. And to assist them in meeting the

expectations of funding sources, meaningful partnerships will be essential.

In conclusion, I'd like to leave you with a thought. In the epilogue of his book *Authentic Leadership*, Bill George, the former Chairman and Chief Executive Officer of Medtronic, a leading medical technology company, asked his readers to consider the question: "What will be your legacy?"

It is my sense that we, as criminal justice practitioners responsible for promoting public safety and redirecting the lives of those who have gone astray, should be prepared to answer that same question.

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INFORMATION ABOUT EXECUTIVE EXCHANGE

Executive Exchange, the journal of the National Association of Probation Executives (NAPE), publishes articles, reports, book and periodical reviews, commentaries, and news items of interest to community corrections administrators. The contents of the articles or other materials contained in *Executive Exchange* do not reflect the endorsements, official attitudes, or positions of the Association, the Correctional Management Institute of Texas, or the George J. Beto Criminal Justice Center at Sam Houston State University unless so stated.

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AGENCIES SUPPORTING EFFECTIVE COMMUNITY SUPERVISION: A CANADIAN EXPERIENCE

by

Donald G. Evans

Introduction

The work of probation and parole supervision is increasing becoming more complex and the needs of the supervised more varied. Once upon a time there was a general belief that the government agencies of probation and parole were sufficient to the task of supervision but in the last few decades it is being acknowledged that effective supervision that promotes public safety and contributes to improved quality of life for offenders and supports the supervised in desisting from crime calls for a more qualitative response that engages community and develops local partnership with varied social service and voluntary agencies.

In the search for effective and efficient delivery of community supervision, the Correctional Service of Canada (CSC) has engaged with non-government organizations (NGO) to establish partnerships to enable them to improve the quality and effectiveness of their community supervision efforts. There have been four general types of partnerships developed by governments in an effort to enhance the delivery of correctional services:

- Public to public partnerships such as police-probation partnerships or other levels of government working together to share costs and responsibility for community safety;
- Public and private sector arrangements to deliver technology and information management systems;
- Arrangements between private and voluntary sectors related to the delivery of discharge and aftercare functions; and
- The development of contracted public and voluntary sector arrangements.

This article will discuss the contracted form of partnership that is currently being used in Canada.

In Canada there is a tradition of the voluntary sector's involvement in community corrections. They are a source of innovation and in the forefront of seeking creative ways to assist in community supervision of returning prisoners. Historically they have assisted in the development and expansion of victim-offender reconciliation programs and community service and have developed a network of community residential facilities and reporting centers for federally sentenced offenders. In this paper I will be discussing services contracted by CSC from the NGO sector that have for their focus improving the effectiveness of supervision and in reducing the rate of recidivism. I will be exploring and explaining an effort of CSC with a local NGO – the John Howard Society of Toronto (JHST) – to transition federal offenders from a Community Correctional Center (CCC) to Community Residential Facilities (CRF) and eventually to supervision in the community. The core element in this effort is a reporting center that receives referrals from the local

parole officer and in partnership attempt to move the offender from a high risk-high need assessment to a lower assessment that would facilitate their living with less structure and supervision in the community.

For the purpose of this paper you will need to know that in Canada our sentence structure calls for any sentence over two years is served in federal prisons and releases are the responsibility of a parole board and the supervision of offenders released conditionally is the responsibility the parole service. The voluntary sector is composed of a number of organizations that are usually classified as charitable (non-profit) organizations and include faith-based and non-religious agencies. In this account my example is the John Howard Society of Toronto, an agency that provides support to individuals and communities to assist in the reduction of crime and promote community safety. This agency has been in existence since 1929 and provides a number of programs geared to assisting formerly incarcerated individuals through access to housing, drug treatment, anger management classes and assistance in obtaining record suspensions (pardons). Under development are a residential bail program and a federal day parole residential program. The agency's funding comes from various sources including the United Way of Toronto, Municipality of Toronto, Provincial Government Ministries, and the Correctional Service of Canada.

The Need for Effective Supervision

We have long recognized the complexity of issues facing offenders returning to the community and know that these problems run across multiple domains. In other articles I have referred to these challenges as the "pains of re-entry" and they include:

- Prospect of being homeless;
- Securing appropriate housing that is safe and drug free;
- Finding and maintaining employment;
- The exclusionary problem of having a criminal record;
- Securing updated identification documents; and
- Accessing medical care including treatment for mental illness or addictions.

It becomes apparent that a parole officer cannot meet all these issues on their own and that meeting the needs of the offender will require moving beyond the officer-offender relationship to involve other professionals and services if we expect to have an impact on recidivism rates and on public safety. Over the years the CSC has developed an approach that seeks to relieve these pains of re-entry by establishing within their service, community correctional centers and program services to facilitate the offender's transition to the community. CSC also developed a series of partnerships with the NGO sector especially the volun-

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tary agencies to develop and deliver specific programs geared to meeting the needs of the offender that would lead to a reduction in recidivism. This included community residential facilities and reporting centers. These partnerships were an acknowledgement and recognition of the futility of supervision that tackles the form but not the substance of the released offender's real problems. Community supervision with released offenders should be conducted on the basis of the offender's relevant risk to re-offend and on meeting his or her needs for assistance.

In what follows I will discuss how this partnership between CSC and the NGO community work to meet current problems and deal with emerging issues.

The first major issue addressed through a partnership model was the need for transitional housing in the form of half-way houses which began as places for offenders allowed out on day parole as a means of assisting them to full parole and supervision in the community. This was a limiting use of community residential facilities and the CRF operators began to accept those who had been denied parole but had to be released through legislative means and eventually also provided services to offenders who were serving long term supervision orders with a residency requirement. CSC had their own CCCs that were housing high-risk high-need offenders but the number of offenders being released began to increase most notably in the statutory release and long term supervision categories that had residency conditions and a shortage of beds occurred in the community.

Another issue arose for the parole service namely the fact that an increase in prisoner releases on Fridays meant that there would be no one establishing a contact with the offender until the following Monday and this was considered problematic in that these offenders were not being sent to a residential setting and would need some assistance or assurance that the arrangements they had made were accessible. So the idea of reporting centers were developed and all but one were attached to existing residential services and dealt with the Friday night releases in terms of brief case management services. However, this arrangement didn't deal with the issue of needing more beds. It was a goal of the stand-alone reporting center to work with the parole officer and the residential service providers to attempt to find ways to free up beds by getting the offender prepared to live in the community by being housed and employed and providing what other services they might require to be maintained in the community.

The second challenge that the reporting center would attempt was to provide an alternative to revocation/suspension of a breach/violation of the parole conditions. This would be an attempt to reduce returns to prison and increase the effort to keep the offender in the community by providing additional supervisory support and assistance.

Meeting the Challenge of Effective Supervision

Government and local agency partnerships focused on the delivery of effective community supervision of offenders released into the community need to consider these preparatory steps in paving the way for success:

- Begin in the prison with a good discharge plan and community assessment;

- A thorough risk and needs assessment that assists development of the community supervision plan;
- A balance between surveillance and control and support and assistance;
- A coordinated effort of all agencies involved in the partnership supported by contracts, interagency cooperation and information protocols; and
- The partnership reflects the emphasis on public safety through the reduction of recidivism.

The Release Process

The releasing authority is the Parole Board of Canada which – when an offender is released from prison – set conditions that the offender is to fulfill. Of the cases I am referring to in this partnership model the majority of offenders start with a residency condition. Due to the shortage of beds there can be a back log in releases and this posed a problem especially for those who are required to be released statutorily thus the development of this demonstration project using a reporting center to assist in moving offenders through the residential settings and into the community safely.

The government run community correctional center in Toronto receives the more difficult or hard to serve released offenders who are usually designated high risk-high need and also tend to have committed serious offences. In recent years the contracted community residential facilities have seen a shift in the populations they serve and are now taking in more high risk-high need offenders as efforts are made to cascade from the government facility in order to free up beds and to meet the needs of statutory released offenders.

The Community Residential Facility

These changes have impacted the JHST's community residential facility which has 16 beds serving mostly high risk high need offenders. The program, besides providing a residence for the offender, also offers case management services that combine monitoring and support to assist the offender to fulfill his obligations and to work toward living independently in the community. Some other efforts include the following:

- Helping the offender negotiate the parole process and comply with their parole conditions;
- Observing the offender's behavior in order to note any increase or decrease in risk factors;
- Meeting the offender's need for adjustment from prison to a less structured environment and eventually to living independently in the community; and
- The program is needs based in its approach to working with the offender.

The Day Reporting Center

The role of the JHST's reporting center is to assist in meeting two objectives: provide case management services that assist in cascading offenders from the government correction center to either a community residential facility or to supervision in the community, and providing an alternative to revocation/suspension so that an offender could be maintained in the com-

munity rather than being returned to prison. The main element of this program is a case management approach that is based on meeting the needs of the offender that would facilitate their remaining in the community beyond sentence expiry and set on a path towards desistance from crime. The day reporting center concentrates on providing services to assist the offender in their after prison or community residential experience by focusing on their community stabilization. The important aspects of their stabilization centers on making sure they have appropriate identification, housing and finding employment. The day reporting center also provides specific support services that are geared to assisting the offender to live independently in the community and to work towards a pro-social and crime free life. The supports consist of attention to the following:

- Provision of counseling for personal emotional needs such as depression, anxiety and other mental health issues;
- Treatment for substance abuse;
- Educational and vocational information and referrals including apprenticeship programs;
- There is a strong emphasis on the importance of establishing a therapeutic relationship with the client; and
- Provision of community stabilization of the released offender through housing and employment.

The question that currently cannot be answer is what are the outcomes? Is the effort meeting its' objectives? What is needed is an evaluation of this partnership. Hopefully funding will materialize some day so the partners can know how well they are doing and what they could do better.

On a limited basis the day reporting center also provides assistance to former clients who have completed their sentence but still seek assistance for matters not finished while under supervision or who have needs incurred after sentence such as lost a job, looking for housing or seeking support as they attempt to break free of old friends and live a more pro-social lifestyle. By assisting these individuals we are keeping former offenders from returning to a life of crime. The challenge is to find funding to support this effort. It is an invitation to seek another partnership that could support this effort.

Conclusion: Elements of Effective Partnerships

Partnering is only worthwhile if it achieves outcomes that add value and productivity to our efforts to promote public safety and encourage offenders to desist from crime. It is important to keep the following elements regarding effective partnering:

- Multi-agency support is essential in supporting the transition from a prison setting to the community;
- A willingness of the agencies to work together and share resources;
- Sufficient funding needs to be allotted if the project is to succeed;
- Being flexible in providing service is important; and
- Leadership and policy commitment are required that ensures appropriate information sharing.

In Canada we are fortunate to have a willing and innovative NGO sector that the Government has wisely tapped into and

contracted with. This need to engage in the development of partnerships will only increase as we contemplate future challenges.

David Pisapio, former District Director of Parole in Central Ontario recently noted the following issues facing federal parole in Canada in an address at the JHST's annual general meeting held on June 22, 2017:

- Aging population especially those serving life sentences or lengthy sentences will provide different challenges for managing offenders in prison or the community. Especially in the community where there is a lack of support, need for medical and mental health services and more and more have mobility issues affecting their housing need.
- Mental health issues are increasing and more of the prison population have serious mental health issues.
- Release from prison sometimes is a release to the street and an expansion of the homeless population in urban areas. Affordable housing is an important aspect of re-integration.
- Employment is becoming more important but also more difficult for the release offender and there is a need for different approaches to preparing offenders for return to the community.

Pisapio is hopeful that through the continued partnership with community agencies the challenges will be met and that services will be available when needed. He notes that it is important to continue to work together as we face the changing issues and trends in community corrections. We need he said to develop innovative strategies to deal with the supervised population so that we achieve greater public safety. He had a word of advice to NGOs reminding them of the need to stay linked into the current trends and to develop innovative strategies to fill the gap between what governments can provide and the needs of the released population.

The key to improving supervision services is by working in collaboration and partnership and making a determined effort to engage the local community in the promotion of public safety.

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VOLUNTEERS IN COMMUNITY CORRECTIONS CONTRIBUTE TO PUBLIC SAFETY

by

Gerry Minard

Introduction

This paper will give a general overview of the role of volunteers in community corrections within federal corrections in Canada. Descriptions of a number of volunteer programs will be made with very specific attention to one particular program, Circles of Support and Accountability (COA).

Thousands of men and women in Canada volunteer their time, energy, and passion to helping offenders become law-abiding citizens. Their work inside institutions and in the community provides a bridge to help offenders safely transition from incarceration to rehabilitation.

Volunteers help to bridge the gap between an isolated prison community and a free society, to which most offenders return. Equally as important, volunteers from the community provide a means of effective communication among institutions, parole offices, and local communities, thereby helping to maintain a sensitive and positive presence in the community.

In community corrections, volunteers support families of incarcerated offenders and help released offenders readjust to life in the community. Volunteer programs is one way of ensuring that it is not only staff and specialists who are involved in corrections and, therefore, public safety. Volunteers bring the community into the correctional environment and, in doing so, offenders are better able and more willing to function effectively in the community. Volunteers contribute to the process of reintegration by being positive role models and being mentors. They also provide community contacts and continued support to offenders.

In order to establish and continue to be a successful volunteer program it is essential that the program design includes recruitment, selection, and training. Finding the most suitable volunteers and appropriately matching will contribute to the success of various programs. Training is an important form of community education and volunteers can assume leadership where they are able to build alliances in the communities from which they come.

Examples of Successful Volunteer Programs

While there are a number of volunteer probations within Canada's criminal justice system, I'd like to highlight several that have proven to be particularly rewarding.

Community Chaplaincy. Community Chaplaincy is a community-based ministry that links offenders and their families with community resources. These projects represent the efforts of the faith communities and churches to develop partnerships with federal and provincial government agencies in ensuring the safe reintegration of offenders to our communities. Community Chaplaincies undertake a wide variety of activities with a variety of clientele. Some of the activities include counseling, group work, drop-in services, individual support, worship, advocacy, community education, and institutional work. Clientele include offenders in custody and on release, spouses, families as a whole, the community, and the victims of crime. Volunteers in community chaplaincy serve out of a deep sense of vocation and conviction and offer a wide variety of assistance.

Friends of Dismas. A program called Friends of Dismas, for example, works to develop and build a community of hope. Dismas, you may recall, is known as the Penitent Thief, also known as the Good Thief, one of two unnamed persons mentioned in a version of the Crucifixion of Jesus in the New Testament. The program focus is to reduce the possibility of relapse by enabling people of faith to become involved in creative and healing ministry to persons touched by crime. Up to three sponsors work with a single participant to assist in finding a safe place to live and to provide support during the initial stages of transition from incarceration to living in the community. Assistance is provided in referrals to addiction and mental health programs as required and support is provided in returning to work. If the participant is under parole supervision, the parole officer will work closely with the sponsors exchanging information to increase the offender's chance of success.

Citizen Advisory Committees. Another example of a volunteer initiative is Citizen Advisory Committees (CACs), origi-

nally set up by law to be a “public presence” in federal corrections. They help the Correctional Service of Canada (CSC) build stronger links between offenders and communities. There are CACs at almost every federal institution and district parole office across Canada. Members are citizens who come from different cultures and backgrounds. They range from university students to retirees. Citizen Advisory Committees are voluntary, independent, citizen-based committees that provide advice on the implementation and development of correctional facilities and programs. They act as impartial observers on daily operations and they are the link between the CSC and the public, working to build understanding and support for the correctional process. CACs believe in public safety, the right of all citizens to be involved in the correctional process, and the ability of offenders to become law-abiding citizens. CACs have three main roles: to observe, to advise, and to liaise. They are impartial observers of CSC’s day-to-day operations. They listen to public concerns and offer CSC a community point of view on the impact of its policies, programs, and services. They also help raise awareness on federal corrections. CACs give advice to CSC on its policies, programs and services.

An excellent program example is at the downtown Toronto (Ontario) Correctional Service of Canada Parole Office. A volunteer program has been in operation at this location for a number of years. It has grown to develop a roster of over 100 volunteers. The volunteer coordinator provides the recruitment, selection, and training of the volunteers. Services provided include interpreting a large number of languages, accompanying offenders to various appointments, offender classification services, and completing post-sentence reports.

Volunteers also provide case-management assistance to parole officers. Under the direction of a parole officer, volunteers with special skills, such as mental health professionals, teachers, and accountants, may be assigned to an offender who requires assistance in the volunteer’s area of expertise.

Circles of Support and Accountability

A remarkable program called Circles of Support and Accountability (COSA) was developed in 1994 and originated in the City of Hamilton, Ontario. Mennonite Pastor Harry Nigh befriended a mentally delayed, repeat sex offender. This man had been in and out of institutions his entire life. Pastor Nigh and several of his parishioners formed a support group and obtained some interim funding from the Mennonite Central Committee of Ontario. The Correctional Service of Canada also became involved in providing some ongoing funding. This initial circle was effective as the man did not re-offend.

A few months later, a similar situation arose in the City of Toronto. Another sex offender had been released amid a public outcry and a circle was formed to support him. From these first two circles we now have, more than 20 years later, a world-renowned project embraced by faith and non-faith groups alike.

The main purpose of COSA is “to promote successful integration of released men into the community by providing support, advocacy, and a way to be meaningfully accountable in exchange for living safely in the community.” The target population for this program is adult male sex offenders at highest risk of re-offending who are detained to the last day of their sentence. A Circle of Support and Accountability involves a group of 4 to 7 trained vol-

unteers who commit themselves to support and hold accountable a person who has been detained to the end of sentence because of a sexual offence history (called core member) who is returning to the community. The core members’ participation is voluntary.

The core member commits to openly relating to the Circle of Support and Accountability regarding their identified needs. The Circle meets regularly and is guided by a written and signed agreement called a covenant. Individual volunteers also meet with the core member on a daily basis and provide assistance with the challenges of returning to the community.

The volunteers of a Circle are professionally supported and they work in conjunction with community agencies, treatment providers like psychologists, probation and parole officers, the police, and the courts. They receive extensive training and are expected to make a one year commitment. Many Core members stay with this work for numerous years.

The key roles of a COSA include journeying through difficulties and emergencies, confronting inappropriate attitudes or behaviors, and advocating with treatment providers, community groups, police services, and other professionals in the community. Other roles include mediating community concerns and celebrating the core member’s successes and anniversaries.

Two Canadian studies have focused on the relative rates of reoffending between COSA core members and matched comparison subjects who were not afforded participation in a Circle (see Wilson, Picheca, & Prinzo, 2007; Wilson, Cortoni, & McWhinnie, 2009). In the first study, a group of 60 high risk sexual offenders involved in COSA (core members from the original pilot project in South-Central Ontario) were matched to 60 high risk sexual offenders who did not become involved in COSA (matched comparison subjects). Offenders were matched on risk, length of time in the community, and prior involvement in sexual offender specific treatment. The average follow-up time was 4.5 years. Results showed that the COSA core members had significantly lower rates of any type of reoffending than did the matched comparison subjects. Specifically, the core members had a 70% reduction in sexual recidivism in contrast to the matched comparison group, a 57% reduction in all types of violent recidivism (including sexual), and an overall reduction of 35% in all types of recidivism (including violent and sexual).

The second study consisted of a Canadian national replication of the study from the pilot project (see Wilson, Cortoni, & McWhinnie, 2009) The same basic methodology was used – comparing COSA core members to matched comparison subjects. Participants for this study were drawn from COSA projects across Canada, but not including members of the pilot project. In total, the reoffending of 44 core members was evaluated against 44 matched comparison subjects, with an average follow-up time of approximately three years. Similar to the first study, dramatic reductions in rates of reoffending were observed in the group of COSA core members. Specifically, there was an 83% reduction in sexual recidivism, a 73% reduction in all types of violent recidivism (including sexual), and an overall reduction of 71% in all types of recidivism (including sexual and violent) in comparison to matched offenders.

At the present time, there are 16 sites across Canada where the Circles of Support and Accountability initiative exists and there are 17 sites now operating in the United Kingdom. Interest continues to grow in other nations, for example, the Netherlands, New Zealand, and France.

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If this type of initiative is of specific interest to you, I would encourage the study of the Canadian and United Kingdom models. There are, of course, adaptations of the Circles of Support and Accountability initiative.

An example of an adaptation is an excellent program called Community Adult Mentoring and Support (CAMS). This program was established in British Columbia, Canada, and grew out of the work on COSA. Its aim is to supplement parole supervision by matching carefully screened and trained volunteers with parolees who need a helping hand as they readjust to the outside world. CAMS is for any type of high-needs offender who has not reached warrant expiry, while COSA aims exclusively at sex offenders who have already served their full sentences. COSA originated in the community and is supported by the Correctional Service of Canada, while CAMS is a Correctional Service of Canada initiative supported by community members. COSA works with a group of volunteers with one offender, while the CAMS volunteer works one-on-one with the offender. CAMS has proven to be effective, giving offenders the kind of positive community experience they may never have had before.

Conclusion

Volunteers have become an integral part of the work being done in community corrections in Canada. Their energy and passion for working with men and women has been shown to contribute to the safety of the public.

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Telephone interview with Restorative Justice Program Coordinator at the Mennonite Central Committee of Ontario.

Additional information about these programs may be found at the websites listed:

<http://www.csc-scc.gc.ca/chaplaincy/index-eng.shtml>

<http://www.friendsofdismas.com/>

<http://www.csc-scc.gc.ca/cac/index-eng.shtml>

<https://mcccanada.ca/learn/more/circles-support-accountability-cosa>

<http://www.circles-uk.org.uk/>

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Gerry Minard of Kingston, Ontario, spent four decades working in the Canadian criminal justice system and retired after spending 32 years with the Correctional Service of Canada. During his career, he held a number of positions, including parole officer, District Director of Parole, Head of Community Corrections, and Warden. He has served as a Regional Representative to the American Probation and Parole Association and the International Community Corrections Association. For many years Minard has been involved in a number of charitable endeavors; he has volunteered for the Kids for Kids organization, raised almost 3 million dollars over 20 years for the Boys and Girls Club, and has been active with the Children's Cancer Clinic at the Kingston General Hospital.

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WORKING TOGETHER FOR SUCCESSFUL REINTEGRATION

by

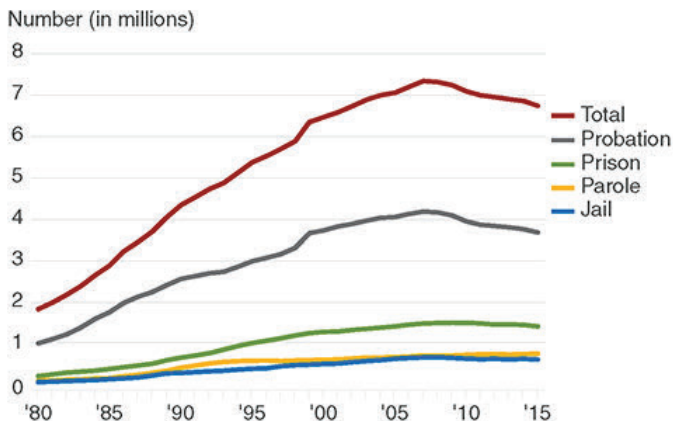
Wayne Dicky

Successful reintegration upon release from a correctional facility is critical to reduce recidivism. Offenders that are released unprepared for society are likely to reoffend or fail to comply with terms of their probation or parole. Historically reentry or reintegration has been considered to be the work of prisons and probation professionals. More recently, jails have begun to recognize the importance of their role in stopping the pattern of incarceration, release, and reincarceration.

The Problem

Our communities continue to see high rates of incarceration and in the number of people on community supervision. The number of people incarcerated or under supervision is estimated at just under seven million. This trend is costly in many ways. Jail and prisons are strained with populations that are often above the designed capacity of the facility and probation officers have caseloads that prevent effective management. Much of the increase seen in the last 35 years can be attributed to tough on crime policies that focused on incarceration as a deterrent and a reduced emphasis on rehabilitative programs.

Total adult correctional population, 1980–2015

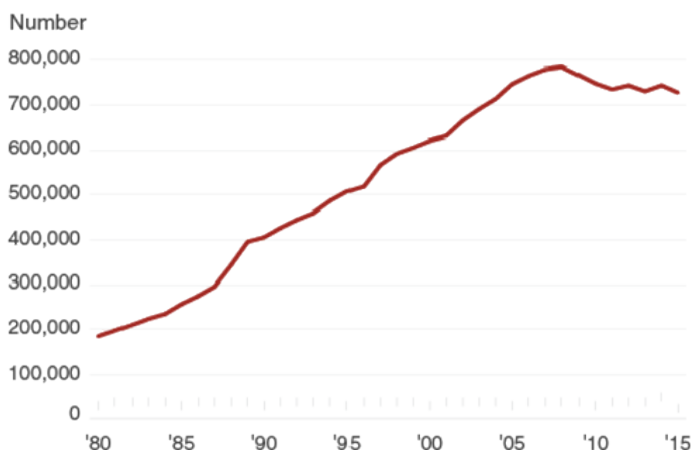


Source: Bureau of Justice Statistics, Annual Survey of Jails, Annual Survey of Parole, Annual Survey of Probation, Census of Jail Inmates, and National Prisoner Statistics, 1980–2015.

The United States Bureau of Justice Statistics estimates there are 800,000 people in jail and about nine million are released from local jails annually. There are many challenges for offenders when released. Continued substance abuse, lack of education, lack of housing, and no transportation are among the most common issues. Anyone facing these problems could easily be overwhelmed. Housing and transportation issues are most critical immediately upon release. Offenders are routinely released with no arrangements for housing or transportation and with no driver's license, money, or documents required for employment. Living in the same environment that contributed to prior crimi-

nal behavior or relying on others for transportation is a situation that encourages criminal activity. We have been aware of this dynamic for almost 100 years. The Polish Executive Code Article 167 in 1919 listed one of the reasons for probation as “the awaiting living conditions will impede him social re-adaptation.” The only way to improve the chances for successful reintegration is to provide programs that address these issues.

Local jail inmates, 1980–2015



Note: Inmates confined at midyear.
Source: Bureau of Justice Statistics, Annual Survey of Jails and Census of Jail Inmates, 1980–2015.

The decentralized structure of the criminal justice system in the United States creates barriers to cooperation and communication. Law enforcement jurisdiction is determined both by geographical location and level of government. This practice means that a single city may have several law enforcement agencies with arrest authority. Correctional facilities are also decentralized; the situation is a little less confusing with local detention centers holding pretrial and misdemeanor offenders and state and Federal prisons holding convicted felons. Probation is most commonly funded by the state and implemented at the local level. Each of these organizations have elected or appointed leaders with various priorities and responsibilities. It is not uncommon for any of these stakeholders in the system to make a public announcement that they have implemented a program without the knowledge or consultation of others in the criminal justice system. This can make it difficult to develop and implement a common mission that protects our community from crime and successfully manages offenders.

The lack of communication and coordination has been recognized. Texas has local government units called counties. Each county has a Criminal Justice Coordinating Committee. The purpose of these committees is to encourage local prosecutors, courts, law enforcement officials, detention, and probation to communicate and work toward a common goal. Unfortunately,

these committees are under-utilized in most counties. Another challenge is the fact that criminal justice agencies often have differing priorities. Prosecutors, especially in Texas, are often elected on “tough on crime” platforms that are inconsistent with reentry efforts that appear to be empathetic to offenders.

The Jail’s Role

We have begun working with our prosecutors and probation personnel to improve outcomes for offenders and reduce crime. Many leaders are beginning to understand they cannot afford to incarcerate everyone that commits a crime. The financial cost of incarceration and the negative impact on communities caused by over-incarceration has driven the effort to find alternatives that improve offender outcomes and therefore protect the community.

One effort was implementing a management philosophy in our detention center called Inmate Behavior Management. This philosophy includes six elements for success. This philosophy has two important goals. The first is to manage behavior in the correctional facility to improve safety and security. The second is to make the offender aware that positive behavior, follow rules, has a positive benefit. This knowledge should transfer back to behavior in the community. The six elements of our management philosophy are as follows:

Assessing Risk and Need: Conducting a valid assessment to determine if the person is a threat to the facility or other inmates and to determine if there are special needs to be addressed.

Assigning to Housing: Placing the person in a cell based on risk and need with the primary objective of insuring the safety of everyone.

Basic Needs: The facility must provide a safe environment, food, and other basic needs.

Convey Expectations: Our expectations for inmate behavior must be communicated directly and indirectly if we want compliance with facility rules. Incentives and disincentives are important to reinforce proper behavior.

Supervision: Detention Officers must regularly enter housing areas to reinforce expectations and to participate in positive interaction. This positive interaction helps develop a mutual respect and helps many offenders overcome a resistance to authority figures.

Productive Activities: We must provide productive activities to occupy inmate’s time. Activities can include educational programs, participation in court ordered programs, and recreational opportunities.

Two of these six elements directly relate to how well the offender is prepared for reintegration. The incentives and disincentives to convey expectations reinforce good behavior and discourage poor behavior. Offenders learn that they are responsible for their behavior and the impact it has on their housing

assignment and privileges they have access to in the facility. This knowledge translates to reintegration. Positive behavior and following the rules in society are rewarded and poor behavior or rule breaking result in undesirable consequences.

Productive activities include programs. Programs have been an important part of our operation for decades. We provide adult education literacy and drug education programs to all offenders. We also provide life skills classes on the topics of anger management, personal finance, parenting, and decision making. While these programs provide invaluable information to help offenders reintegrate into the community they do not help the offender comply with court ordered terms of probation. We have started to address this issue by working with the local community supervision department (adult probation) to identify classes with a curriculum that meets probation requirements. Time spent incarcerated should be productive and help the offender reentering society comply with court ordered conditions.

Many people involved in the criminal justice system struggle with mental health problems. Often people in crisis behave in a way that results in contact with the police. Without access to community resources to deal with the underlying mental health issue, they are arrested on what are often minor offenses. This practice consumes valuable law enforcement, detention, and judicial resources.

The Crisis Intervention Team (CIT) concept is designed to divert people with mental health problems from the system at the point of contact with law enforcement. In 2016, CIT deputies at our agency diverted 215 people from the criminal justice system at the point of arrest. These deputies were called to the scene of crimes where the defendant was suspected to be in mental health crisis. Rather arresting these defendants, deputies transferred them to mental health facilities for treatment. Furthermore, CIT officers conduct follow up visits with people receiving mental health care. These follow up visits include welfare checks, appointment reminders, and visits to maintain a positive rapport. People in the program include both those diverted prior to arrest and those being reintegrated after release. We have seen success with this program and are currently extending it into the jail. Specially trained detention officers work closely with inmates that have mental health issues to help them manage in the facility and to form a connection with mental health providers and CIT officers assigned in the community.

One of the most important factors in successful reintegration is gainful employment. Studies have shown there is no better indication of an offender’s success than whether they are able to find work. It is also important to realize that the search for employment has its own challenges. Offenders with a criminal history find it difficult to gain employment. Several studies find that offenders that are uneducated or under-educated struggle to find work. Another factor is the urgency of finding work. If the offender starts looking for work upon release, it could be weeks or months before they obtain a job and longer before they receive income. With court costs and probation fees due monthly, a delay in finding employment can mean re-arrest. In addition to the purely financial benefit of employment, working instills pride and increases confidence.

Jail reintegration programs are providing offenders with the opportunity to find employment. This effort includes preparation to compete in the job market using skills or knowledge obtained while incarcerated. It should also include the ability

to seek employment and participate in the application process while incarcerated when possible. Representatives of the facility should also identify and recruit employers that are willing to hire offenders to expedite the process. One little known fact is that state and Federal governments offer financial benefits to employers that hire offenders. The Work Opportunity Tax Credit provides employers with up to \$2,400 for hiring offenders within one year of release.

Integrated Reentry and Employment Strategies prepared by the Justice Center at the Council of State Governments and published by the Bureau of Justice Assistance outlines a comprehensive approach to offender employment. The publication stresses the importance to coordination between the courts, jails, and probation for success. It also reiterates the need for programs that help the offender develop or enhance both interpersonal skills and vocational education. The ability to behave and communicate in a manner employers expect is as important as technical ability.

Summary

Police, prosecutors, jails, courts, and probation must improve coordination and work together on strategic plans to reduce the use of incarceration and to find alternatives that improve our communities. Reintegration strategies must address decision making, health care, employment, transportation and housing to be effective. An effort by one stakeholder in the system will have limited impact on the problem of recidivism. Jails have the opportunity to play a vital role, in coordination with others, in preparing offenders for successful release.

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INCORPORATING INTO PROBATION EMERGING PRACTICES IN MENTAL HEALTH TREATMENT

by

Todd Jermstad, J.D.

Historically Western society has dealt with crime and mental illness very similarly. Prior to the Enlightenment both were seen as moral failings on the part of the individual, as a breach in societal norms of the community and as a threat to the safety or stability of the State. Consequently, the response to crime and mental illness was to treat each behavior punitively and harshly. Nevertheless after the Enlightenment and well into the Twentieth Century crime was regarded as a societal and even economic problem that could be solved through rehabilitation and mental illness as a medical problem that could be treated.

While the goals of rehabilitation for criminals and treatment for the mentally ill continued in tandem during the early and mid-twentieth century in the United States, by the latter twentieth century these two goals began to diverge. From the 1970s and on criminal justice policy-makers increasingly took the position that rehabilitation did not work and that mass incarceration was the best approach to reducing the crime rate in communities. Nevertheless during this same period, the approach to the mentally ill was to de-institutionalize their care and treat them in the community.

In the last decade of the twentieth century and the first decade and a half of the twenty-first century, criminal justice policymakers in the United States have found that the approach of relying heavily on incarceration is not working. As a result of unsustainable costs to the criminal justice system, policy-makers have begun to look for ways to divert more persons from prison by expanding the utilization of community supervision, i.e., probation, and offering sentencing courts more options for allowing offenders to remain in the community. However, while this change in policy has helped to reduce the overall prison population in the United States, there are now questions regarding whether these reforms can continue to be effective or whether there needs to be significant change in approach if community supervision is to remain a viable means of reducing prison populations.

Over the last several years in this country, new approaches have been proposed for dealing with those suffering from mental illness that place the individual in the forefront of the treatment process. These new approaches are now being replicated in the context of community supervision, especially in the supervision of offenders with substance abuse and mental health issues. Moreover this new approach is proving to have wider value in the supervision of probationers than just those who have a substance abuse or mental health problem. Finally this new approach may constitute a “paradigm shift” that many advocates of criminal justice reform and policy makers have been searching for. Below is a discussion of several emerging practices in the field of mental health and how their principles can be applied to community supervision.

Recovery-Oriented Systems of Care (ROSC)

Over the last several years the Substance Abuse and Mental Health Services Administration (SAMHSA) of the United States Department of Health and Human Services has been advocating a Recovery-Oriented Systems of Care (ROSC) approach to dealing with both substance abuse and mental health issues. SAMHSA defines ROSC as a coordinated network of community-based services and supports that is person-centered and builds on the strengths and resiliencies of individuals, families, and communities to achieve abstinence and improved health, wellness, and quality of life for those with or at risk of alcohol and drug problems. See ROSC Resource Guide, 2010. The principles of ROSC apply equally to substance abuse and mental health issues.¹

Recovery is the operative word for ROSC. Recovery means improvement in the condition of the patient with the possibility of complete recovery. This is opposite of the traditional notion in mental health treatment, that the patient could not be cured but the best to hope for was some type of maintenance or stasis. SAMHSA defines recovery as a process of change through which individuals improve their health and wellness, live a self-directed life, and strive to reach their full potential. Despite the false and still persistent myth that mental health patients cannot recover, recent statistics show that approximately 33% of patients make a full recovery and another 33% make substantial improvements in their lives (SAMHSA, 2009). Under ROSC there are twelve guiding principles of recovery:

- 1) there are many pathways to recovery;
- 2) recovery is self-directed and empowering;
- 3) recovery involves a personal recognition of the need for change and transformation;
- 4) recovery is holistic;
- 5) recovery has cultural dimensions;
- 6) recovery exists on a continuum of improved health and wellness;
- 7) recovery emerges from hope and gratitude;
- 8) recovery involves a process of healing and self-redefinition;
- 9) recovery involves addressing discrimination and transcending shame and stigma;
- 10) recovery is supported by peers and allies;
- 11) recovery involves (re)joining and (re)building a life in the community; and
- 12) recovery is a reality (SAMHSA, 2009).²

Another major concept of ROSC is that the goal of treatment is to improve the quality of the individual's life. Quality of life consists of such significant factors as living independently, having adequate housing, residing in a safe neighborhood, having friendships and intimate relationships with a wide range of peo-

ple, working in regular employment settings in meaningful jobs, and participating in school, worship, recreation, and other pursuits alongside other community members (Connecticut Department of Mental Health and Addiction Services, 2008).³

One other key component under ROSC deals with the administration of assessments. Assessments are widely used in a variety of social and medical fields and are a vital part of evidence-based practices in community corrections. However under ROSC assessments need to gauge a person's strengths, assets, and resiliencies and not just identify any deficiencies in a person's life. A strength based assessment makes inquiries into the person's individual resources and capacities. The strength's perspective emphasizes building on the client's assets, desires, abilities, and resources to assist the client in the recovery process. Additionally, the strength's perspective demonstrates the importance and respect for the client's way of thinking and dealing with life situations. This perspective assumes that each individual has the capacity to draw from a variety of resources, skills, and motivations to focus on their strengths and create change in their lives.⁴

Person-Centered Care

Person-centered care or planning occurs in a number of contexts, including aging and disabilities services. It generally means that the patient has a central role in shaping the treatment options or whether treatment should even be given for the care of the individual. In the context of ROSC, person-centered care describes the effort to ensure that mental health care is centered on the needs and desires of the consumer. It means that consumers set their own recovery goals and have choices in the services they receive, and they can select their own recovery support team. For mental health providers, person-centered care means assisting consumers in achieving goals that are personally meaningful (SAMHSA 2009; Connecticut Department of Mental Health and Addiction Services, 2008).⁵

In addition to making the patient a full partner in his or her recovery, the family and community is also incorporated as part of the recovery plan. Person-centered care recognizes as a basic principle that a treatment provider is treating the person and not just the symptom or diagnosis. ROSC is premised on the understanding that when a person's self-autonomy is recognized and that the person retains his/her self-determination in the treatment process, that individual is far more likely to respond much more positively to treatment than one whose autonomy or self-determination is ignored. Thus ROSC not only articulates a set of humanistic values but it also has the practical effect of demonstrating successful and long-term health outcomes.⁶

The Medical Model – A Paradigm Shift

One recent and extremely important change in this country in addressing health concerns such as substance abuse and mental health as well as other public health problems is to re-define the medical model of treatment much more broadly than had previously been understood. Traditionally health care issues were narrowly concerned with simply treating the condition and nothing more. Now health care providers are increasingly becoming aware that health issues, especially public health concerns, entail much more than examining the symptoms, making

a diagnosis and then prescribing a course of treatment. Serious health issues in the United States such as diabetes, heart disease, and obesity must address multiple factors, including government policies, culture, economics, education, the environment, etc. For example with obesity, not only must medical care be taken into consideration, but it must be recognized governmental policies that subsidize certain grain and sugar products to lower costs for high caloric/low nutritional foods, the unavailability of healthy foods in poorer neighborhoods, the economic necessity of purchasing cheaper if more unhealthy foods, and the lack of knowledge about nutrition all contribute to obesity in our society. Thus the medical profession is finally recognizing that serious health problem in our society cannot be solved unless other factors are taken into consideration and also resolved.

Trauma Informed Care

Trauma-informed care recognizes that many individuals have suffered some form of trauma in their lives. Children may have suffered trauma from neglect, abuse, parent divorce; women may have suffered trauma through sex abuse; adults may have suffered trauma from being in an accident, witnessing a violent event, or serving in combat. This trauma is often acted out in many ways, including substance abuse, mental health problems, risky behavior, and anger issues. In order to effectively treat what may be described as "symptoms" of trauma, the treatment provider or social worker must identify the underlying traumatic event. Moreover in order to effectively deal with individuals suffering from the effects of trauma, not only must the underlying traumatic event be addressed but also the organization must create a trauma informed atmosphere of care that is conducive to effective treatment and counseling.

According to SAMHSA's Trauma and Justice Strategic Initiative, "trauma results from an event, series of events, or set of circumstances that is experienced by an individual as physically or emotionally harmful or threatening and that has lasting adverse effects on the individual's functioning and physical, social, emotional, or spiritual well-being." Trauma can affect people of every race, ethnicity, age, sexual orientation, gender, psychosocial background, and geographic region. Many people who have substance use disorders have experienced trauma as children or adults. Moreover, people who are receiving treatment for severe mental disorders are more likely to have histories of trauma.

Trauma informed care is an intervention and organizational approach that focuses on how trauma may affect an individual's life and his or her response to behavioral health services from prevention through treatment. A "trauma-informed approach incorporates three key elements:

- 1) realizing the prevalence of trauma;
- 2) recognizing how trauma affects all individuals involved with the program, organization, or system, including its own workforce; and
- 3) responding by putting this knowledge into practice."

Trauma-informed care also involves vigilance in anticipating and avoiding institutional processes and individual practices that are likely to re-traumatize individuals who already have histories of trauma, and as with ROSC, it upholds the importance of

consumer participation in the development, delivery, and evaluation of services.⁷

Studies of people in the juvenile and criminal justice system reveal high rates of mental and substance use disorders and personal histories of trauma. The use of coercive practices, including intimidating practices in the criminal justice system can be re-traumatizing for individuals who already enter these systems with significant histories of trauma. These program or system practices and policies often interfere with achieving the desired outcomes in these systems.

Thus people with traumatic experiences do not show up only in behavioral health systems. Responses to these experiences often manifest in behaviors or conditions that result in involvement with the child welfare and the criminal and juvenile justice system. While various jurisdictions, including the states of Texas and New York have been implementing trauma-informed care in the juvenile justice system, implementation of trauma-informed care in the adult justice system is still woefully lacking.⁸

The Bell/Lampasas Counties Community Supervision and Corrections Department uses several different instruments to assess trauma among the probationers it is supervising. The primary assessment used is the ACE which stands for Adverse Childhood Experiences.⁹ This assessment is conducted on all probationers upon intake or as part of the preparation of a Pre-Sentence Investigation Report. If a post-traumatic stress disorder is suspected to have occurred when someone was an adult then a PCL-C¹⁰ is used for civilians and a PCL-M¹¹ is used for military personnel. Finally the CSCD also uses a resiliency assessment to determine the extent persons who have experienced trauma have managed to overcome it.¹² All of these assessments are in the public domain.

Mindfulness

Mindfulness is the awareness of present experience with acceptance. Mindfulness is generally understood to involve meditation and consists of three core elements: posture, breathing and the use of a mantra or repeated word or phrase. While adopting mindfulness techniques in treatment programs has generally been more recognized in Europe than the United States, it has been increasingly accepted in the States and multiple research projects have indicated its benefits in relieving psychological suffering and stress and improving overall well-being. As a consequence, more and more counseling programs, including those for mental health and substance abuse issues, are now incorporating mindfulness into its treatment plan. While mindfulness in and of itself may not resolve substance abuse and mental health problems, used with other treatment strategies, it has been shown to greatly improve the chances of recovery.

Applying Emerging Practices in Mental Health to Probation

There needs to be a new vision in probation, one that not only considers recent trends in the treatment of mental illnesses but also embraces these emerging practices. For probation to have a long-term and continuous impact on the criminal conduct of offenders it must recognize that the current model of supervision is inadequate. Just as an increase in incarceration

had a diminishing return in crime reduction over a period of time, if new strategies for the supervision of probationers are not adopted, then the impact in reducing recidivism will gradually diminish and any additional resources that could be made available to probation agencies will not be deemed cost effective. For example in Texas statistical data maintained by the Texas Department of Criminal Justice show that the revocation rate for felony cases in FY 2012 was 10.4% and the revocation rate in FY 2016 was 10.9%.

What would a model of probation that embraced the principles of ROSC, patient-centered care, trauma-informed care, and mindfulness resemble? This model would first and foremost acknowledge that probationers are people and as such, despite what they have done in their lives and to the lives of others, they are entitled to dignity and respect. Moreover, the approach to supervision would be one that recognizes that people have the capacity for positive change. Supervision outcomes would be geared toward not only reducing re-offending but also to improving the quality of life of the offender and the community in which the offender resides. A probationer without hope for a betterment in his or her situation in life and whose only goal is to stay out of prison is not going to be an individual motivated to change.

It would give the offender a much more significant role in determining the priorities that need to be established in order to address conduct that leads to criminal activity. In addition to allowing a probationer to participate in the establishment of supervision goals, the probationer would also play a central part in determining the strategies for correcting criminal behavior. Under this new model a supervision plan would be based on the joint efforts of the supervision officer and probationer that optimally would reach a consensus for setting goals and achieving results. This new model would recognize that the probationer does have a choice in the matter of his or her supervision even if the resulting outcome based on that choice does not appear from the perspective of the supervision agency as a desirable or beneficial outcome for the probationer.

This model would recognize that many offenders, especially those with mental health or substance abuse problems, have experienced trauma in their past lives. It would require probation agencies to actively screen for trauma in the lives of the probationers they are supervising. If trauma is determined to be an underlying cause that contributed to the commission of the offense, then before secondary factors could be treated, the trauma would first be addressed. Under a probation supervision model that incorporated trauma-informed care, the officer would no longer ask the probationer "What is wrong with you?" but instead would ask "What happened to you?"

The other significant concept that supports following a ROSC model is the recognition that many of the challenges that people suffering from mental illness or substance abuse have will be on-going and reoccurring. There is no short term solution or treatment that will immediately "fix" the individual. Hence, mental health problems as well as substance abuse issues need to be seen as chronic conditions, akin to conditions such as diabetes or high blood pressure. These conditions can be successful treated so that the individual can live a long and healthy life but the person will always have the condition that has to be constantly monitored and treated.

Finally, a probationer needs to draw upon social capital in order to maintain long-term desistance from criminal activity. Under a ROSC model a supervision officer would place a priority on encouraging a probationer to engage in healthy family relationships, participate in positive social activities, and network with supportive friends and associates. In addition, in order to maintain the gains of treatment, especially for mental health and substance abuse problems, the probationer must rely on the resources and support of the community. Adopting a model similar to ROSC could utilize community based resources in a manner that reinforces the resiliency of the individual and builds on the strengths that a probationer has acquired pursuant to a person-centered form of supervision.

The new paradigm of probation would be actively engaged in the community and draw from a wide array of community resources. Moreover in formulating policies that have a lasting impact on society and improve the lives of probationers and their families, community corrections practitioners would draw on a wide array of academic disciplines. By adopting similar principles as now being proposed through ROSC, person-centered care, and trauma-informed care, and by seeing the purpose and role of probation in a much larger social context, probation in this country can achieve something that it has failed to achieve in the past – living up to its potential.

Endnotes

- 1 http://www.samhsa.gov/sites/default/files/rosc_resource_guide_book.pdf
- 2 See Guiding Principles and Elements of Recovery-Oriented Systems of Care: What Do We Know from the Research? August 2009. http://www.samhsa.gov/sites/default/files/partnersforrecovery/docs/Guiding_Principles_Whitepaper.pdf
- 3 See Practice Guidelines for Recovery-Oriented Care for Mental Health and Substance Use Conditions. Connecticut Department of Mental Health and Addiction Services Second Edition—December 2008. <http://www.ct.gov/dmhas/lib/dmhas/recovery/practiceguidelines2.pdf>

- 4 See SAMHSA, Guiding Principles and Elements of Recovery-Oriented Systems of Care, *supra*.
- 5 See SAMHSA, Shared Decision-Making in Mental Health Care Practice: Practice, Research and Future Directions. <http://store.samhsa.gov/product/Shared-Decision-Making-in-Mental-Health-Care/SMA09-4371> See also; Recovery Care Values, Connecticut Department of Mental Health and Addiction Services, (2008). <http://www.ct.gov/dmhas/cwp/view.asp?a=2901&q=335078>
- 6 See SAMHSA, Guiding Principles and Elements of Recovery-Oriented Systems of Care, *supra*, at page 16.
- 7 See SAMHSA's Treatment Improvement Protocol 57: Trauma-Informed Care in Behavioral Health Services, 2014. <http://store.samhsa.gov/product/TIP-57-Trauma-Informed-Care-in-Behavioral-Health-Services/SMA14-4816>
- 8 See SAMHSA's Concept of Trauma and Guidance for a Trauma-Informed Approach. Prepared by SAMHSA's Trauma and Justice Strategic Initiative July 2014
- 9 <https://www.ncjfcj.org/sites/default/files/Finding%20Your%20ACE%20Score.pdf>
- 10 https://www.mirecc.va.gov/docs/vism6/3_PTSD_CheckList_and_Scoring.pdf
- 11 <http://www.clintools.com/victims/resources/assessment/ptsd/protected/pcl-m%20questionnaire.html>
- 12 https://www.wcasa.org/file_open.php?id=801

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POLAND'S SOCIAL WELFARE SYSTEM: INSTITUTIONAL SUPPORT IN DIFFICULT SITUATION

by

Kamila Słupska, Ph.D.

The primary document which regulates Poland's social welfare sector is the Social Welfare Act of March 12, 2014. As defined in the Act, social welfare is a branch of the state's social policy aimed at providing assistance to individuals or families in overcoming life's hardships which they themselves are not able to overcome using their own resources, capabilities and rights (Art. 2). In principle, social welfare supports individuals and families meet their needs. It provides living conditions which respect their human dignity, has a preventive role, helps them become self-reliant, and assists them integrate into their respective communities. At the same time, the social welfare system obliges beneficiaries to take action aimed at resolving their problems. The obligations that come with social welfare engage recipients rather than enable the development of a demanding attitude (Arts. 3 and 4)¹. Therefore, social welfare is the manifestation of the principle of subsidiarity, based on the activation of social forces, the capabilities of individuals, and their involvement in personal development leading to overcoming of obstacles². Among many other forms, social welfare is provided through social work, i.e. professional activity focused on strengthening or restoring the capability of individuals or families to function in their social environment by entering into appropriate social roles. Moreover, social welfare deals with providing statutory benefits, diagnosing the social phenomena, generating the need for statutory benefits, maintaining and developing social infrastructure, performing tasks resulting from the observed social needs, and developing new forms of social assistance and self-assistance in response to such needs (Art. 15). Social welfare benefits may be in cash, granted to individuals who fulfil the income criteria specified in the Act (e.g. ongoing benefit, temporary benefit, designated benefit, special designated benefit), or non-cash (including, without limitation, the social work mentioned above, health or social insurance contributions, help in kind, counseling, crisis intervention, meals, accommodation, clothing, sheltered housing) (Art. 36)³.

The organisation of social welfare in Poland is based on the administrative division of the country and the existing forms of ownership. Three sectors are distinguished at the central, provincial, district and borough levels: Sector I – state-owned (public); Sector II – private (businesses); Sector III – non-governmental (foundations, associations, and other organisations). The state-owned sector is composed of government institutions, such as the Ministry of Family, Labor and Social Policy at the central level, and the Provincial Division of Social Welfare/Policy (*Wojewódzki Wydział Pomocy/ Polityki Społecznej*), and self-government institutions, such as the Regional Center of Social Policy (*Regionalny Ośrodek Polityki Społecznej*) at the

provincial level, the District Family Support Center (*Powiatowe Centrum Pomocy Rodzinie*) at the district level, and the Social Welfare Center (*Ośrodek Pomocy Społecznej*) at the borough level (municipal, borough or mixed; in towns with district rights – the Municipal Family Support Center (*Miejski Ośrodek Pomocy Rodzinie*)⁴. Other social welfare institutions include nursing homes for the elderly, people with chronic mental diseases, people with chronic somatic diseases, intellectually disabled adults, intellectually disabled children and adolescents, the physically disabled, and people with alcohol addiction; counseling centers, including family counseling centers, support centers for people with mental disorders, community self-help centers, self-help clubs, houses for single mothers and pregnant women; shelters for the homeless; and crisis intervention centers⁵.

A difficult situation results from a disruption in the proper course of activity and reduces the probability of performing a task at a certain level⁶, poses a threat to matters which are essential in life, and evokes unpleasant emotions and mental tension⁷. There are numerous types of such situations; listed in the Social Welfare Act as grounds for receiving support include, without limitation, poverty, being an orphan, homelessness, unemployment, disability, illness, domestic violence, alcoholism, drug addiction, disease, etc. One of the difficult situations listed in the Act is the difficulty in adapting to life after being released from a correctional facility (Art. 7)⁸. According to a report of the Ministry of Family, Labor and Social Policy for 2016, 15,402 families received social support due to difficulties in adapting to life after release from prison (1.5% of all the families which received social support in that year)⁹.

The problems faced by former prisoners may be related to: family issues (lack of contact with family members, weak family bonds, and lack of family support); housing (loss of home, debts); financial difficulties; unemployment or underemployment (lack of qualifications, lack of skills or vocational training, functional illiteracy, interruption of employment, and lack of professional experience); lack of social skills; or destructive influences within the local environment affected by deviant behavior¹⁰. The

4 Tarkowski, Z., *Zarządzanie i organizacja pomocy społecznej [Social welfare management and organisation]*, Lublin 2000.

5 The Social Welfare Act of 12 March 2014, op. cit.

6 Tomaszewski, T., *Człowiek i otoczenie [The man and the environment]*, [in:] *Psychologia [Psychology]*, ed. Tomaszewski, T., Warszawa 1975.

7 Tyrała, T., *Sytuacja kryzysowa [Crisis situation]*, [in:] *Elementarne pojęcia pedagogiki społecznej i pracy socjalnej [Basic terms used in social pedagogy and social work]*, ed. Lalak, D., Pilch, T., Warsaw 1999.

8 The Social Welfare Act of 12 March 2014, op. cit.

9 Report of the Ministry of Family, Labour and Social Policy – 03 for 2016, <http://www.mpips.gov.pl/pomoc-spoleczna/raporty-i-statystyki/statystyki-pomocy-spolecznej/statystyka-za-rok-2016/> (access: 04.07.2017)

10 Karaszewska, H., *Trudności w przystosowaniu do życia po zwolnieniu z zakładu karnego. Pomoc postpenitencjarna, czyli*

1 The Social Welfare Act of 12 March 2014 (Journal of Laws [Dz. U.] No. 64, item 593, as amended).

2 Kantowicz, E., *Elementy teorii i praktyki pracy socjalnej [Social work in theory and practice]*, Olsztyn 2001.

3 The Social Welfare Act of 12 March 2014, op. cit.

factors which impede social re-adaptation of ex-convicts can be divided into three main groups: those who have spent a long time in isolation (social stigma, depersonalisation, a sense of low self-esteem); external, social-based factors (place of residence, homelessness, unemployment, economic inequalities, insufficient number of crisis intervention centers); and internal factors, related to the personality and personal experience (addictions, emotional disorders, impetuosity, and poor self-control)¹¹. The form of social support provided is always adjusted to the particular situation of an individual. Depending on the need, some of the benefits mentioned above may be granted. Benefits may be financial support (depending on the income) or non-financial in nature, such as:

- specialized counseling (especially legal counseling, providing information on the applicable family laws, guardianship laws, family security, etc.), psychological counseling (diagnostics, prevention and therapy), and family counseling (dealing with family functioning problems);
- crisis intervention (defined as interdisciplinary actions taken for the benefit of individuals and families in a crisis, aimed at restoring equilibrium and self-reliance to prevent the development of psychological and social disability; immediate psychological assistance is provided as well as – depending on the need – social or legal counseling and accommodation for up to three months);
- providing clothing (underwear, clothes, and footwear in the right size and appropriate for the current season);
- providing accommodation (reference to a direct access hostel, shelter for the homeless, warming-up facility, where the beneficiaries are obliged to abide by the internal regulations of the facility);
- support in the form of care services or specialized care services for individuals who, due to old age, illness or other reasons, require support and other forms of care (Art. 37–53)¹².

The most accessible to clients are social welfare centers and municipal family support centers, which offer support in local neighborhoods. Employees of the former engage in the preparation of prisoners for leaving the facility. Commonly, the preparation takes the form of meetings during which a social worker advises the prisoner of the support available to him once he is released from prison¹³. Collaboration between the social welfare sector and correctional facilities is regulated under the Memorandum of Understanding (MOU) between the Ministry of La-

bor and Social Policy and the Polish Prison Service (*Centralny Zarząd Służby Więziennej*) on the principles of collaboration within the scope of providing support to individuals leaving correctional facilities and remand centers and families of detained persons¹⁴. Pursuant to § 8 of the Memorandum,

“The Social Welfare Center, having conducted a social enquiry, upon request of an individual released from a correctional facility, provides support to them within the scope specified under the Social Welfare Act, and, without limitation:

- 1) advises them on the principles of providing support under the social welfare system, including, without limitation, on the requirement of their own engagement in reintegration into the society,
- 2) assists in obtaining necessary documents, if they do not hold them when they are released,
- 3) provides them with financial support until they find employment and get their first wage or are granted unemployment benefit,
- 4) assists them in finding employment, in collaboration with job centers,
- 5) assists them in resolving their housing needs or obtaining temporary accommodation,
- 6) provides them with legal, psychological and social work counseling”¹⁵.

As part of the collaboration, social welfare centers are provided information about the released individuals and their families, such as the date of return to the community, their social needs, and the current situation of their families. Care is taken that the parties to the MOU fulfil the statutory duty of assistance in social re-adaptation of ex-convicts. According to the data for 2010, the support provided to the families of individuals released from prison was primarily focused on tackling the problem of domestic violence, organizing workshops to improve parenting skills, providing counseling concerning the development of interpersonal relations and bonds with children, and resolving conflicts. To achieve these goals, social welfare centers facilitate contacts of family members with court-appointed guardians, crisis intervention units, commissions for the prevention of alcohol-related problems, rehabilitation centers, and consultation and information centers for victims of domestic violence. Some family members were referred to non-governmental organizations.¹⁶

Social work with individuals leaving a correctional facility is performed in constant tension between social control and so-

o tym, jak państwo wspiera osoby opuszczające zakład karny i zabezpiecza się przed zjawiskiem recydywy, [Difficulties in adapting to life after release from a correctional facility. Post-release assistance – how the state supports former prisoners and prevents re-offending], [in:] Człowiek wobec krytycznych sytuacji życiowych. Z teorii i praktyki pracy socjalnej [Man in critical life situations. Social work in theory and practice], ed. E. Włodarczyk, Poznań 2011.

11 Laurman-Jarząbek, E., Mazur, E., *W kręgu teorii i praktyki pomocy postpenitencjarnej [Theory and practice of post-release assistance]*, Kielce 2012.

12 The Social Welfare Act of 12 March 2014, op. cit.

13 Felczak, J., *Działania wspierające – aktywizujące jednostek samorządu terytorialnego względem osób opuszczających zakłady karne [Support and activation of individuals leaving correctional facilities by self-government units], „Profilaktyka Społeczna i Resocjalizacja” [“Social Rehabilitation and Prevention”] 26/ 2015.*

14 Karaszewska, H., Rajewska de Mezer, J., *Działania pomocowe i ich znaczenie dla poprawnego przebiegu procesu readaptacji osób opuszczających zakład karny, [Support activities and their impact on the proper course of the process of re-adaptation of individuals leaving a correctional facility] „Studia Edukacyjne” [“Educational Studies”] no 29/ 2013.*

15 In: Dybalska, I., *Trudności w przystosowaniu do życia po zwolnieniu z zakładu karnego – między diagnozą a działaniem. Seria poświęcona klientom pomocy społecznej. Poradnik dla służb społecznych, [Difficulties in adapting to life after release from a correctional facility – diagnosis and action. A series dedicated to social welfare clients. A guide for social services.]* Published as part of the “Coordination for active integration” project implemented in the years 2008-2013.

16 Ibid.

cial support. Social workers struggle to prove that work with a client who breaks social norms is useful. These are often difficult clients, unmotivated and unwilling to cooperate voluntarily. Social workers have to deal with the skepticism surrounding their work with offenders, as many believe that all they deserve is punishment, while any social or therapeutic work with them is unnecessary and has a vague scope and purpose. Often carrying a heavy emotional load, social workers need extensive skills and knowledge of various disciplines (such as the law, sociology, criminology, social work, psychology), as well as unbreakable faith in human dignity. Based in a specific institutional and legal environment, social work is carried out at the contact point of the criminal law, social welfare and social policy, education and health care, across various institutions of these systems. It is targeted for specific clients experiencing various challenges, including social oppression and discrimination¹⁷.

There are three major methods of social work: individual, group work, and organizing communities. Individual work is focused on strengthening the opportunities for the development of the client. It is aimed to help them gain knowledge and skills which enable them to resolve problems, become self-reliant, and live without the need for continuous support from institutions. This work is carried out in three stages: diagnosis; development of an action plan (together with the client); and implementation of the plan (which may need further adjustment, in line with the changing situation of the individual). Group work utilizes group potential (needs, interests, and experiences) to create group goals. It is practiced in counseling centers, in therapeutic programs for addicts and their families, at workshops for perpetrators and victims of domestic violence, or at workshops preparing individuals for reemployment. This kind of work is also carried out in self-help groups. The third method is based on affecting a specified community to evoke certain changes in it based on the community's strengths. So-

17 Kacprzak, A., Kudlińska, I., *Praca socjalna z osobami opuszczającymi placówki resocjalizacyjne i ich rodzinami [Social work with individuals leaving rehabilitation facilities and their families]*, Warsaw 2014.

cial reintegration of people leaving correctional facilities into the "structures" of their local environment should engage local communities and institutions¹⁸.

Being one of the tools of social welfare, social work with individuals leaving a correctional facility and those who have already been released is of great importance, especially in the first period of their life of freedom¹⁹. This effort, according to Felczak,

"(...) undertaken by a qualified and well-motivated social worker, it may be a continuation of probation work and at the same time have a certain preventive function. A social worker is able to motivate the former prisoner and their family by procuring benefits for them and provide specialised support, adjusted to their needs. Proactive actions taken for the benefit of the family should prevent their social exclusion (...)"²⁰

Not only should effective social work prevent social exclusion, it should reduce the risk of further difficulties occurring in the life of individuals released from prison.

18 Chmielewska, A., *Pracownik socjalny i kurator sądowy w relacji z podopiecznym – sprawcą przestępstwa [Social worker and court-appointed guardian in relation with the offender in care]*, [in:] *W kręgu zagadnień pracy socjalnej [Selected aspects of social work]*, ed. Kwak, A., Wyrwich-Hejduk, E., Warsaw 2012; Kacprzak, A., Kudlińska, I., *Praca socjalna z osobami...*, op. cit.

19 Kucyper, K., *Instytucjonalne formy wsparcia w pomocy postpenitencjarnej [Institutional support in post-release assistance]* Zeszyty Naukowe Wyższej Szkoły Humanitas, Pedagogika, [Research Bulletin of the Humanitas University in Sosnowiec, Pedagogy] 8/2013.

20 Felczak, J., *Działania wspierające – aktywizujące...*, op. cit.

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SAVING LIVES WITH NALOXONE

by

Joe Russo

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 in the course of 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 effects of opioids, officers in a number of states have been able to intervene in emergency situations to preserve lives.

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 overdoses in 2015 than in any previous year and, on average, 143 overdose deaths occur each day. These troubling statistics are largely driven by the opioid epidemic that is plaguing our country. Indeed, the overall rate of opioid overdose has quadrupled since 1999, and today, these drugs are now involved in more than 63 percent of all overdoses (Rudd, et. al, 2016).

Although the trends for the general population are certainly disconcerting, we know that substance abuse is disproportionately represented among justice-involved individuals. Further, we also 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 a number of factors, including the danger 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 approach – it has 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 nasal spray and auto-injector form) have been developed specifically for use by non-medical personnel, and first responders, such as police departments, are carrying naloxone kits as part of overdose reversal programs. Further, many states have passed laws to both increase general access to naloxone as well as to 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 are beginning to equip their staff with naloxone kits. These officers, of course, regularly come into contact with opioid abusers. Some of these individuals may be on their caseloads, and others may be friends or family members of clients. Two probation officers in Sullivan County, New York, recently experienced this situation during a field visit (“Probation Officers Save Man,” 2016). While attempting to serve a warrant on one of their clients, the officers encountered another person, a parolee, in the midst of a heroin overdose. The officers were able to revive the victim after two doses of naloxone. Regardless of who the victim might be, probation and parole officers are on the front lines and therefore are in a unique position to intervene in overdose situations.

Naloxone also has officer safety implications. The Drug Enforcement Administration recently issued a nationwide warning to law enforcement agencies about the dangers of improperly handling fentanyl and related drugs such as carfentanil. During the course of field work, probation and parole officers may be exposed to these powerful drugs in its various forms. For example, during a home visit, an officer may unknowingly touch fentanyl or inhale airborne particulates. According to the warning, even minute exposure can be deadly and the immediate administration of naloxone is recommended to reverse the effects. Therefore, carrying a naloxone kit could be instrumental in preserving an officer’s life.

Naloxone kits are not just useful for field work. It is not uncommon for offenders to be under the influence of heroin when reporting to a probation/parole office for an appointment. This exact scenario recently played out in Pennsylvania (“First Pennsylvania Parole Agents Use Naloxone to Save Life,” 2015). An offender entered the Harrisburg District office of the Board of Probation and Parole immediately after using heroin. The offender quickly began exhibiting signs of overdose. Staff successfully recognized these indications and administered naloxone to the offender, reversing the effects of the heroin and preserving life. Across the country, more and more agencies are making these kits available in all of their offices and staff – from clerical workers to executives – are being trained in their use.

Obviously, not every jurisdiction has been equally impacted by the opioid epidemic. However, those agencies operating in areas where overdoses are common, or are spiking, 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 from your state’s department of criminal justice, department of substance abuse, department of health or equivalent should be sought.

Finally, the Bureau of Justice Assistance has established an online Naloxone Toolkit for Law Enforcement that provides a wealth of great information that community corrections agencies will find useful:

<https://www.bjatrainning.org/tools/naloxone/Naloxone%2BBackground>.

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TECHNOLOGY ASSISTED CARE FOR SUBSTANCE USE DISORDER AND CRIMINAL THINKING: A PILOT PROJECT AT MASSACHUSETTS COMMUNITY CORRECTIONS CENTERS

by

Vincent L. Lorenti, J.D.

How does this fit into what we do? For most, embarking on a new endeavor is almost always fraught with trepidation, wariness, and sometimes outright obstinacy. This can be especially true in courthouses and probation departments where adherence to rules and customs is embedded in the culture. Staff can be quick to explain why a new approach will not work rather than embrace the possibility of a new, more effective, solution. To be fair, many have been disappointed by innovations in the past and doing something new is useless if it is not more effective. So, in order to have the best opportunity for success, the introduction of Technology Assisted Care (TAC) to community corrections in Massachusetts is being done in careful, deliberate steps through partnership with the New England Addiction Technology Transfer Center (NEATTC) based at Brown University.

The Massachusetts Probation Service (MPS) operates a statewide network of 18 community corrections centers (CCC) through its Office of Community Corrections (OCC). The CCCs facilitate enhanced supervision for those at high-risk of recidivism. As a condition of their probation or parole, participants report to the CCCs at least three days per week for an array of services and accountability measures. Services include Cognitive Behavioral Therapy (CBT) to address criminal thinking and substance use disorder, educational supports, career development, communicable disease prevention, life skills training, and case-management. Accountability measures include electronic monitoring, community service, and drug and alcohol screening. Intending to be both innovative and motivational in its work, the OCC embraced the opportunity to determine how TAC could fit into what it does for high-risk probationers and parolees.

In February 2017, the OCC worked with the NEATTC to select four CCCs for a pilot project to deploy TAC to ten participants at each site. The sites selected were in the Massachusetts communities of Brockton, Dartmouth, Fitchburg and Worcester. Treatment managers and counselors from those sites met at the end of February to take part in a one-day training on the NIDA/SAMSHA Blending Initiative “Technology Assisted Care for Substance Use Disorders” presented by Senior Technology Transfer Specialist Michael Torch, MA, LADC. Upon completion of the training, each site was issued login credentials for ten participants to enroll in a web-based program called Computer Based Training for Cognitive Behavioral Therapy, branded CBT4CBT.

CBT4CBT, created by Yale University Professor of Psychiatry Kathleen Carrol, PhD and programmer Geoffrey White, PhD, contains seven video modules in which students are taught various skills to address substance use disorder. According to the company’s website, two National Institutes of Health funded studies, conducted at Yale, have shown that the program, cou-

pled with traditional treatment, reduces substance use more than traditional methods alone.

More broadly, according to information presented by NIDA/SAMSHA via the NEATTC TAC training, there are more than 100 TAC programs currently available to address behavioral health problems. Further, meta-analyses demonstrate effectiveness of these approaches for depression and anxiety, illicit drug use, smoking, and alcohol use.

Still, at the outset of the project, many CCC staff expressed concerns and sought further explanation. How does this fit into what we do? Do we expect a computer to provide empathy to clients? Will this replace human interaction with counselors? How will we know that clients are learning? What about rapport building?

“People have to understand the role of the technology. It is not there to replace the counselor. It is technology assisted care. It is designed to support the counselor,” said Torch of the NEATTC. “I can only do so much explanation. The way to prove the concept is to let the practitioners use it to see how it works for them. We want them to be successful so we start with a product that is concise, only seven modules, so that they are not overwhelmed trying to implement it.”

Benefits of TAC, noted by NIDA/SAMSHA, include allowing on-demand access to therapeutic support, removing geographical limitations, increasing receptivity to treatment and even enhancing the treatment experience by enabling anonymity.

“When a person interacts with the program they may not feel a judgment that is inherent in traditional societal beliefs about drug and alcohol abuse. They may perceive anonymity and be less inhibited about their true responses to exercises in the program. We also know that all of the interventions built into the program are delivered the same way every time so there is no question about fidelity to a CBT manual. It is built in.” Torch added.

After several weeks of the project, some staff had concerns about the usefulness of progress reports generated from the software. Some thought that reports should include screen captured images of the videos in the program, so that counselors could interact more effectively with program participants in areas in which the reports indicated a skill had not yet been mastered. That technical concern aside, the response was very positive.

Eric Dorman, LADC CCDP, a Program Manager for Ad-care Criminal Justice Services, Inc., who manages the Dartmouth Community Corrections Center, views the program as a success with great potential. Dorman stated, “The program brought great excitement to the participants. We observed them actually talking amongst themselves about the modules they were completing. The interaction amongst the group was a higher level than the posturing that previously existed. I think

the program works great with the manualized CBT that we do for substance abuse and it can help us manage, and increase, dosage hours.”

Program participants also share positive reactions to the implementation of TAC. “I really like how interactive the program is. I really like computer work and it helps keep my attention,” said Annalise. Janice stated, “It’s my favorite group of the week. I look forward to it on my schedule.”

As a probation official, I could not be more satisfied that we were able to make TAC fit into what Annalise and Janice are doing to make their lives better.

Vincent L. Lorenti is the Director of the Office of Community Corrections, which is part of the Massachusetts Probation Service.

PROJECT HOPE: IT STARTS WITH FIDELITY

by

Brian Mirasolo

The publication of the September 2016 *Summary Findings from the National Evaluation of the Honest Opportunity Probation with Enforcement Demonstration Field Experiment: The HOPE DFE Evaluation* caused quite a stir in many community corrections agencies throughout the United States. Findings in the report forced organizations to contemplate the merits and usefulness of *swift*, *certain*, and *fair* principles (SCF) in the supervision of probationers and whether dedicating future efforts to HOPE style supervision would be a prudent use of public resources. However, the focus of the organizational planning that has taken place as a result of the HOPE DFE summary findings has been significantly misguided. The HOPE DFE summary findings should lead us to have conversations about fidelity and all its challenges, nothing more.

One key assertion, appearing on the first page of the summary findings, has led to growing concern around the country. The language from the report reads, “Results suggest that HOPE/SCF probation programs can be successfully implemented to produce greater accountability among probation populations; however, it is unlikely that HOPE/SCF can produce lower recidivism or lower costs than PAU.” Not surprisingly, this dire language garnered a lot of attention, much of which has been unfair.

While statements touching on outcomes often get the most interest, it is another claim on the first page of the HOPE DFE summary that really draws attention. It reads, “Sites differing in organizational structures and target probation populations successfully implemented HOPE or Swift, Certain, and Fair (SCF) programs with fidelity.” The statement looms large because fidelity, or lack thereof posed a substantial issue in the demonstration field experiment.

Fidelity issues impacting the *swift*, *certain*, and *fair* principles were present in the HOPE DFE summary findings. Regarding the *swift* principle, violation hearings were held within three days of violation 60% of the time in only **one** of the four national sites chosen to replicate the HOPE model. The other three sites did not meet the 60% threshold when it came to conducting violation hearings within three days of violations. Given the centrality of the *swift* principle to the HOPE model, this significant

fidelity shortfall alone calls the validity of the HOPE DFE results into question.

Regarding the *certain* principle, warning hearings were compliant with the 14 key HOPE themes in three out of the four sites. Arguably, the easiest HOPE program element to implement, the warning hearings were not implemented with full fidelity.

Regarding the *fair* principle, there were two major fidelity issues. The first being that unlike in Hawaii where behavior on probation was a factor in placing a person into the supervision model, the probationers at the four replication sites were randomly assigned into HOPE supervision. The other fidelity issue regarding the fairness principle was that one of the national sites was actually placing low risk probationers into HOPE supervision, going against established risk-need-responsivity principles and potentially putting them at higher risk to recidivate.

The HOPE DFE summary findings should not be driving organizational strategy about the merits of HOPE supervision or the effectiveness of *swift*, *certain*, and *fair* supervision principles. Such decisions cannot take place until a national replication with full fidelity to the HOPE supervision model is complete. Until then, community corrections agencies would be imprudent to either abandon the HOPE supervision model (*swift*, *certain*, and *fair* principles) or see it as a silver bullet solution.

Despite the issues present in the HOPE DFE project, it still provided some valuable data for one of the major issues facing the field on community corrections-fidelity. The HOPE DFE project and its summary findings highlight just how critical a role fidelity plays in the field’s modern landscape. Further work and resources need to be dedicated to the role of fidelity. Without future research and funding initiatives on the topic, community corrections agencies around the nation will struggle to meet their collective missions.

Brian Mirasolo serves as the Field Services Administrator for the Massachusetts Probation Service and the Editor of Executive Exchange.

FROM THE BOOKSHELF

Executive Exchange welcomes reviews of books and periodicals dealing with community corrections, the criminal justice system, research and evaluations of correctional programs, and management and leadership issues. The reviews found in this issue have been contributed by: Dan Richard Beto, a former Chief Probation Officer in two Texas jurisdictions, a past President of the National Association of Probation Executives, and the founding Executive Director of the Correctional Management Institute of Texas at Sam Houston State University in Huntsville, Texas; and Donald G. Evans, a Senior Fellow with the Canadian Training Institute, a Contributing Editor for *Executive Exchange*, and a former President of the American Probation and Parole Association and the International Community Corrections Association.

CURRENT ISSUES IN PROBATION IN IRELAND AND NORTHERN IRELAND

Review of Irish Probation Journal—2016, edited by Gail McGreevy and Gerry McNally. Dublin: The Probation Service of Ireland and the Probation Board for Northern Ireland, Vol. 13, October 2016, 272 pages.

Since 2004 the Probation Service (PS) of Ireland and the Probation Board for Northern Ireland (PBNI) have produced an annual peer reviewed publication – *Irish Probation Journal* – for the purpose of “providing a forum for sharing theory and practice, increasing co-operation and learning between the two jurisdictions and developing debate about work with offenders.” In addition to an editorial committee comprised primarily of practitioners, the journal also has an impressive advisory panel made up of scholars from Ireland, Northern Ireland, England, Scotland, Australia, and Canada.

Volume 13 – the 2016 issue of this scholarly journal – was recently received, and it is as interesting and timely as previous issues. In introducing this latest issue, Editors Gerry McNally (PS) and Gail McGreevy (PBNI) write:

In this edition of *Irish Probation Journal* readers will find research, evaluation, analysis and lessons from practice. Themes include the assessment and management of sexual offenders, restorative practices, rehabilitation, resettlement and reintegration of offenders in the community, engagement with probation service users, diversity, the experience of desistance and working with older people on probation. There are also articles on wider issues in criminal justice including the role and contribution of social enterprise, lessons from the life stories of persistent offenders, prison system comparison, and perceptions and reporting of minorities in the justice system.

Found in this latest scholarly effort are 16 articles – contributed by a nice balance of practitioners and academicians – and two book reviews. Due to space constraints, only a few of the articles in this issue will be highlighted herein.

A particularly instructive and valuable article is one written by Siobhán Cafferty, Olive McCarthy, and Carol Power entitled “Risk and Reward: The Development of Social Enterprise within the Criminal Justice Sector in Ireland – Some Policy Implications.” Cafferty is Executive Manager of the Bridge Project, a community-based agency working with violence offenders, and McCarthy and Power are lecturers at University College Cork. For the purpose of this article, the authors define a social enterprise as “a business with primarily social objectives whose

surpluses are principally reinvested for that purpose in the business or the community, rather than being driven by the need to maximize profit for shareholders and owners.” Social enterprises, they continue, “are particularly attractive to those working with offenders, as securing employment plays a key role in recidivism rates.” In this article the authors describe the success social enterprises have found in Europe and how they might be introduced in Ireland and, for that matter, elsewhere.

The excellent contribution by Georgia Zara at the University of Turin and David P. Farrington at the Institute of Criminology in Cambridge is entitled “Chronic Offenders and the Syndrome of Antisociality: Offending is a Minor Feature!” Drawing on data from the Cambridge Study in Delinquent Development, the authors explain that chronic offending is only a small part in the life stories of a small group of criminals responsible for a majority of crimes. Beyond habitual criminal behavior, factors that influence their troubled lives include abusive parental relationships, social exclusion, emotional neglect, drug and alcohol abuse, unemployment, domestic violence, and mental health problems. Despite these seemingly insurmountable problems presented by young chronic offenders, Zara and Farrington offer some hope, when they write:

Desistance from an antisocial lifestyle is not a private matter that is accomplished once the risk factors and problematic aspects in the person’s life are identified. Assessing the risk is just the first step of planning intervention.

Interventions should not just target antisocial behavior, but should address the psychosocial reality and the emotionally distressed climate experienced in the family, at the earliest stage. Empirically supported interventions for chronic offenders require active and sustained participation of their families, the school and social services; they are resource-intensive and they are long-term. The most effective early intervention programs include cognitive behavioral skills training, general parent education, parent management training, preschool enrichment programs, and mentoring.

Zara and Farrington conclude their well-researched article with the following: “It is never too late to intervene.”

A fairly short but not insignificant article – “Reset: An Opportunity to Enhance Offender Resettlement and Rehabilitation through Mentoring” – is provided by Stephen Hamilton, Assistant Director of the Probation Board for Northern Ireland, who is responsible for the Intensive Resettlement and Rehabilitation Project (Reset), an innovative mentoring program for prisoners leaving custody. He describes the components of the

program, where paid mentors work closely with probation officers in assisting offenders during their transition from a custodial sentence to the community. Objectives of this program include the following:

Reducing the number of recalls to prison in the first 12 weeks following the release from custody of prisoners who PBNI assessed as medium or high risk of re-offending through the Assessment, Case Management and Evaluation (ACE) score;

Reducing the ACE score of participants; and

Improve mentee outcomes in relations to accommodation, employment, training or work experience, self-esteem and confidence, and social and family integration.

This program, which began in March 2014, has been viewed favorably in an independent evaluation conducted by the Northern Ireland Statistics and Research Agency.

Persons interested in the supervision of sex offenders might like reading “The Reintegration of Sexual Offenders” by Anne-Marie McAlinden, Professor of Law at Queen’s University Belfast, in which she examines approaches and barriers to dealing with this difficult type of offender; she also suggests re-thinking the current reintegration model. Another article on the subject of sex offenders is “Understandings, Implications and Alternative Approaches to the Use of the Sex Offender Register in the UK,” by Jack O’Sullivan, James Hoggett, and Kieran McCartan, all with the University of the West of England, and Hazel Kemshall at De Montfort University; in this article they review current policies and practices in England and Wales and offer suggestions for improvement.

In addition to the print version, the Probation Service of Ireland and the Probation Board for Northern Ireland make this publication available online at either of the following links: <http://www.probation.ie/EN/PB/WebPages/WP16000177> or http://www.pbni.org.uk/wp-content/uploads/2015/11/IPJ-2016-Vol-13_for-web-26.10.16.pdf. Persons interested in reading any of the articles in this issue are encouraged to visit these links. Past issues of this scholarly publication may be accessed by visiting this link: <http://www.probation.ie/EN/PB/WebPages/WP16000126>.

Through this annual journal, the Probation Service of Ireland and the Probation Board for Northern Ireland make a significant contribution to correctional literature. It is hoped they will continue this effort for the foreseeable future.

Dan Richard Beto

CHALLENGING THE TREATMENT INDUSTRIAL COMPLEX

Review of Community Cages: Profitizing Community Corrections and Alternatives to Incarceration by Caroline Isaacs, American Friends Service Committee, August 2016.

I began my criminal justice career as a probation officer in 1967 just a few years before the Canadian correctional system would face major challenges to its efforts to administer the sentences imposed by the courts. A brief acknowledgement of these challenges should serve to remind us that we have not been overly successful in managing them: economic recessions and the rise of neoliberalism; the “nothing works” in corrections debate and efforts to develop evidenced based practices; a growing fear of crime and the resulting responses that fuelled a massive increase in prison populations; and a shift from a philosophy of public administration to public management in the delivery of government services. There is, of course, a large literature documenting these challenges and the efforts to curtail or accommodate to them.

In the early 1970s correctional services throughout North America were beginning to notice the impacts of these challenges, especially in the increase of populations served and in the limited resources available to deliver those services. The debate over rehabilitation or treatment was heating up as was the concern over prison conditions. It was in this climate that I first encountered the work of the American Friends Service Committee. In 1971 the American Friends Service Committee published a report – *Struggle for Justice: A Report on Crime and Punishment in America* – that examined criminal justice administration, rehabilitation, and prisons. As I recall it was a hard hitting indictment of the system and was an interesting beginning to a number of subsequent studies and reports examining prison conditions and rehabilitative services. For me it was an early warning to be wary and even skeptical about program promises and so-called magic bullets to solve the issues of offending behavior.

The American Friends Service Committee is a Quaker organization founded in 1917 whose mission is to promote “lasting peace with justice as a practical expression of faith in action.” The committee over the years has attempted to encourage the development of change efforts and respect for human life that will transform social relations and organizations. In terms of the criminal justice system, the committee’s latest efforts have been directed to examinations and recommendations related to the treatment industrial complex (TIC). What is meant by this term is the expansion of incarceration for-profit industry into services focused on treatment and care of persons involved in the criminal justice system. In November 2014 Caroline Isaacs wrote a report for the committee entitled *Treatment Industrial Complex: How For-Profit Prison Corporations are Undermining Efforts to Treat and Rehabilitate Prisoners for Corporate Gain* in which she divided the issue into three segments: civil commitment and psychiatric care facilities; subcontracted prisoner mental health and medical care; and community corrections. This report contained a caution, namely that “this emerging TIC has the potential to ensnare more individuals, under increased levels of supervision and surveillance for increasing lengths of time – in some cases for the rest of their lives.”

The next report in this series on TIC – the one that is the subject of this review – examines the import of for-profit corporations’ involvement in community corrections. Four areas that are being privatized, according to the report are: electronic monitoring, day reporting centers, intermediate sanctions facilities, and residential centers. The report notes that nearly two-thirds of those involved in the correctional system are not incarcerated but are monitored by various community correction programs

representing approximately 4.7 million under community supervision. The report supports the pursuit by various governments to reduce prison populations by moving towards alternatives to incarceration. The author expresses the view that alternatives to incarceration should result “in a downward push: reducing the number of people incarcerated, but also moving people more quickly off all forms of supervision. In effect, there should be a substantial number of people, based on risk assessments and other factors, who are completely free of the system and allowed to resume their lives.” The report mirrors the concern of those who are commenting on the dangers of substituting mass incarceration for mass supervision and is also supportive of evidence-based practices and efforts to reduce recidivism. The author’s concern lies with the possibility that the profit incentive may hinder the goal of reducing recidivism. The report presents four findings with supporting evidence that act as a warning if we are to avoid the slogan “recidivism is good for business.” The findings are:

For-profit corporations are moving to expand their holdings in the community corrections arena;

The niche market of community corrections is continually expanding, with new companies moving in to take advantage of lucrative government contracts and the opportunity to extract payment from those under supervision;

The profitization of community corrections poses a serious threat to the movement to end mass incarceration; and

The pursuit of profit undermines the movement’s goals of shrinking the size and scope of the criminal punishment system.

The report concludes with five main recommendations that the author feels should give guidance to our community corrections efforts. The recommendations are:

The overarching goal of sentencing reform should be to shrink the size and scope of the entire criminal punishment system.

Require all programs to adhere to evidence-based practice in community corrections.

There should be a proper vetting, evaluation, and accountability of contract agencies.

Prohibit predatory practices.

Re-evaluate the appropriate use of immigrant detention and alternatives.

There are considerable thought-provoking statements in this report, and it is a thoroughly researched document with 127 references in its 32 pages. *Community Cages: Profitizing Community Corrections and Alternatives to Incarceration* is readily available on the American Friends Service Committee website; it may be accessed by visiting: <https://afscarizona.files.wordpress.com/2016/08/communitycages.pdf>.

For those of us concerned about expansion of the correctional system by mass supervision and by a continuation of unrealistic supervision fees, this is a useful reference and worth the time to read as we struggle with current issues in probation and other community programs. The reader needs to keep in mind that the

criticisms level at the for-profit organizations can also be considered in looking at not-for-profits and government services, hence the importance of reflecting on how we do our work and being clear of the value-base that drives our efforts.

Donald G. Evans

AN EXPERIMENT AND A PARTNERSHIP BRING A SERIAL BOMBER TO JUSTICE

Review of Incendiary: The Psychiatrist, the Mad Bomber, and the Invention of Criminal Profiling, by Michael Cannell. New York: Minotaur Books, 2017, 289 pp., \$26.99 (hardcover); available from Amazon.com for \$15.77.

Long before the specter of terrorism haunted the public imagination, a serial bomber stalked the streets of 1950s New York. The race to catch him would give birth to a new science called criminal profiling.

Grand Central, Penn Station, Radio City Music Hall – for almost two decades, no place was safe from the man who signed his anonymous letters “FP” and left his lethal devices in phone booths, storage lockers, even tucked into the plush seats of movie theaters. His victims were left cruelly maimed. Tabloids called him “the greatest individual menace New York City ever faced.”

This is how *Incendiary: The Psychiatrist, the Mad Bomber, and the Invention of Criminal Profiling* is introduced to its readers. In this fascinating book Michael Cannell, the author of *The Limit: Life and Death on the 1961 Grand Prix Circuit* and *I. M. Pei: Mandarin of Modernism*, tells the story of how paranoid schizophrenic George Peter Metesky, an early urban terrorist, was finally apprehended by New York police with the assistance of Freudian psychiatrist James A. Brussel and newspaper publisher Seymour Berkson.

While there are a number of interesting and important characters found in this book, the author devotes considerable time developing four in particular. Howard E. Finney, Director of the New York City Police Department’s Crime Laboratory who, on the suggestion of Captain John J. Cronin of the Missing Persons Bureau, reached out to a psychiatrist to assist in bringing the “mad bomber” to justice. Following a successful career with the New York Police Department, Finney went on to serve as Commissioner of the Buffalo Police Department and Executive Director of the Harbor Waterfront Commission before going into the private practice of law; he died in 1983.

James A. Brussel, a successful New York psychiatrist, agreed to review the evidence police had accumulated and offer suggestions. Brussel developed a profile of the bomber that included the following: 1) he was a foreign-born male of eastern European descent; 2) he was between 40 and 50 years of age; 3) he was a bachelor living with female relatives; 4) he was a clean-shaven, neatly dressed man with an athletic body; 5) he was quiet and polite; 6) he possessed a paranoid personality; 7) he lived in a Connecticut suburb; and 8) he would be wearing a buttoned double-breasted suit when arrested. In addition to the descrip-

Executive Exchange

tion, Brussel offered the police several other helpful suggestions, which they followed. Brussel, a respected psychiatrist, criminologist, and former Assistant Commissioner of the New York State Department of Mental Hygiene, was 77 years of age when he died in 1982.

Seymour Berkson, publisher of the *New York Journal-American*, worked with the police in drawing out the bomber. On his instructions, the paper provided wide coverage of the bombings and he wrote an open letter to the bomber in an attempt to develop additional information about his identity. Berkson died of a heart attack in 1959 at the age of 53.

And of course, the bomber, George Peter Metesky, who was placing explosive devices around New York City in protest of the poor treatment he received from Consolidated Edison following a workplace injury. When arrested at his home in Connecticut in 1957, police found that the profile of Metesky developed by Brussel was accurate in almost every detail. While he was not wearing a suit described in the profile when police arrived, he

was allowed to change clothing before being placed in custody, and he changed in to a double-breasted suit.

Following his arrest, Metesky readily confessed to planting more than 30 pipe bombs, 22 of which exploded, injuring 15 people. He acknowledged the “FP” he used to sign his correspondence stood for “Fair Play,” something he wanted from Consolidated Edison. On April 18, 1957, he was determined by a court to be “medically insane” and committed to Matteawan State Hospital. He was subsequently released in December 1973 and returned home to Connecticut; Metesky, who outlived all of those who pursued him, died in 1994 at the age of 90.

The author has crafted a well-written book that is an easy read. Persons wishing to learn more about evolving 20th century police practices and the developing role of mental health practitioners in the criminal justice system would certainly find this literary effort interesting.

Dan Richard Beto

NEWS FROM THE FIELD

MASSACHUSETTS PROBATION OFFICER AND JUDGE RECOGNIZED FOR WORK WITH CHOICE PROGRAM

According to a media release from the Office of the Commissioner of Probation for the Commonwealth of Massachusetts, on March 3, 2017, Probation Officer **Edith Alexander** of the Boston Municipal Court (BMC)–Roxbury Division and Judge **Pamela Dashiell** were presented with citations from Suffolk 7th District State Representative **Chynah Tyler** for their work with the CHOICE Program which now includes a meal program that feeds breakfast and lunch to participants and those who come before the court and are hungry. Alexander said 95 percent of the CHOICE Program participants – men and women ages 17 to 24 – are homeless and have “no place to go or are couch surfing.”

CHOICE is a comprehensive 18-month program to reduce recidivism among this group of young adults who are on probation at BMC–Roxbury. Since the start of CHOICE in 2010, there have been approximately 150 participants. The feeding program started last fall and is funded by the Timothy Smith Fund which pays for breakfast and lunch prepared by the Haley House Bakery and Café in the Dudley Square area. Approximately 140 meals are served monthly. Breakfast is served on the first Friday of the month before court. Lunch is provided twice a month on “reporting day,” the day defendants are required to come before the court.

“The meals go much further. The lunches feed participants of the Bridges Program, Roxbury’s Mental Health Court, and are provided to anyone who says they’re hungry. There are people who come to the counter who have been in custody for four days and have not eaten,” Alexander said. “We realized the need for the program when it became apparent that the CHOICE participants were hungry, lethargic, or acting out because they were hungry. The feeding program is representative of evidence-based probation where we meet the specific needs of individuals. The need for many is food and shelter.”

The CHOICE Program requires offenders who are on administrative and supervised probation to meet with Alexander, attend educational and job training programs as well as appear before Judge Dashiell. The initiative features an intensive three-pronged approach: intensive probation supervision and an in-court compliance component; education-attend high school or successfully complete the HiSet (formerly the GED) exam; and job training. Probationers, who are parents, must attend Parenting classes at the court. In addition to Probation’s key role, CHOICE’s collaborators include the District Attorney’s Office, Defense Bar and the Clerk’s Office.

“The CHOICE program is a vital tool at the Roxbury Division of the BMC Court that offers an alternative to incarceration for young adults who come in contact with the criminal justice system. Having a consistent support system creates room to make a tremendous impact in the lives of these young adults. I have witnessed first-hand the tireless dedication Justice Dashiell and Probation Officer Alexander put into CHOICE to ensure that a second chance is possible,” said State Representative Tyler.

“The CHOICE Program and its facilitators are meeting a critical need among struggling probationers in the greater Roxbury community. Both Probation Officer Alexander and Judge Dashiell are truly deserving of this recognition for their commitment, their leadership and their innovative approach to this work,” said Probation Commissioner **Edward J. Dolan**.

Alexander, who has been overseeing CHOICE for the past five years, said, “The young men and women in this program have a choice: they can get an education, stay out of trouble or risk jail time.”

She added, “There is a therapeutic value to the program. Also, having them come to court and holding them accountable is a huge deterrent. Very few are on the re-offending track. If they are in high school, they have to graduate from high school to earn their GED (General Equivalency Diploma) or HiSet exam. If they have already graduated from high school, they have to consider community college or job training. Our number one goal for them is education. We also want them to lead a productive, successful life.”

Alexander meticulously tracks all 30 offenders currently enrolled in the program – checking in regularly with school officials, employment training agencies, and job sites to confirm the offenders are attending school, participating in job training, and/or reporting to work. She maintains an oversized chart with the names of offenders and their hour by hour schedules throughout the day.

The architect of the CHOICE Program was Judge **Robert Tochka**. **Michelle Williams**, Charlestown District Court Chief Probation Officer and former BMC–Roxbury Assistant Chief, also helped lay the groundwork for CHOICE which was established in 2010.

POLISH CRIMINAL JUSTICE DELEGATION IN TEXAS

From March 28 to April 4, 2017, a delegation of Polish criminal justice professionals was in Texas to get a better understanding of the Texas criminal justice system. This program was under the direction **Christie Davidson**, Assistant Director of the Correctional Management Institute of Texas (CMIT) at Sam Houston State University (SHSU) and Executive Director of the National Association of Probation Executives (NAPE).

Members of the delegation include: **Adam Burczyk**, CEO of Probation Officers Academy of Poland; **Romuald Burczyk**, CEO of Polish-American Development Council; **Jacek Wojciechowski**, Judge, District Court in Plock; **Łukasz Bieszczad**, Probation Officer, Court in Ropczyce; **Alina Bromirska**, Probation Officer, Court in Krakow; and **Kamila Słupska**, Professor at Adam Mickiewicz University in Poznan.

During the first portion of their visit to Texas – March 28 to 31 – members of the delegation were in Fort Worth and being hosted by **Leighton Iles**, Director of the Tarrant County Community Supervision and Corrections Department, and the judiciary of Tarrant County. During the time they spent in Fort Worth, they were accompanied by two of CMIT employees – **Ashley Koonce** and **Aimee Crockett**.

Last year Iles was a member of a criminal justice delegation to Poland led by **Dan Richard Beto**, Chair of the NAPE International Committee, at the invitation of the Probation Officers Academy of Poland, and it was his desire to reciprocate. While in Fort Worth, delegation members received a complete overview of the department's operation and its programs. They also met with judges, received a proclamation from the Commissioners Court, and were exposed to a variety of cultural activities – the Stock Yards, excellent dining experiences, and a tour of the AT&T Stadium by the Arlington Police Department. The officials in Tarrant County did a splendid job of providing a meaningful and enjoyable experience for our Polish colleagues.

On Friday, March 31, 2017, members of the delegation were driven to Huntsville, Texas, where they met with Christie Davidson and **Jurg Gerber**, Professor of Criminal Justice and Director of International Initiative for the SHSU College of Criminal Justice, who had been a member of delegations to Poland with Beto on three prior occasions.

On Saturday, April 1, 2017, the delegation spent the day in the Bryan-College Station area. **Wayne Dicky**, Jail Administrator, provided them an overview of the Brazos County criminal justice system and a tour of the Brazos County Detention Center. They also visited Boonville Heritage Park, where members of the delegation were provided a brief history of Brazos County and the significance of Boonville, followed by a personalized tour of the George Bush Presidential Library and Museum. Activities of the day concluded with the delegation attending a reception and dinner hosted by Beto, after which they returned to Huntsville.

Davidson and Crockett drove the delegation from Huntsville to Austin on Sunday, April 2, 2017, where they were to participate in the annual conference of the Texas Probation Association (TPA).

On Monday, April 3, 2017, Davidson, Crockett, and Beto took the delegation to visit the Bob Bullock Texas State History Museum. At lunch they met with **Mark Atkinson**, Chief Executive Officer for the Texas Center for the Judiciary, and who had visited Poland previously and knew the Burczyks. They attended part of the TPA conference and spent some time with a number of Texas probation officials attending the conference, including **Arnold Patrick**, Director of the Hidalgo County Community Supervision and Corrections Department, and **Todd Jermstad**, Director of the Bell-Lampasas Community Supervision and Corrections Department and a member of the NAPE International Committee; both Patrick and Jermstad have visited Poland previously.

The members of the delegation were taken to Houston on Wednesday, April 4, 2017, where they boarded a return flight to Poland.

Shortly after returning home, Romuald and Adam Burczyk sent the following message to their Texas hosts: "Texas is a great and beautiful country. During our recent visit members of the Polish delegation had the opportunity to meet many wonderful people, have many interesting conversations, and visit many beautiful places. The perfectly organized visit was extremely valuable in providing a better understanding of the Texas criminal justice system and a greater appreciation of the Texas culture. Thank you very much to our Texas friends for their openness, hospitality, and wonderful time. We saw and learned a lot and we will have the honor to remember this trip for the rest of

our lives. We have the highest appreciation for NAPE, SHSU, and CMIT. Best regards from Poland!"

FLORIDA PROBATION CHIEF NAMED NEW DIRECTOR OF THE MONTANA DEPARTMENT OF CORRECTIONS

Montana Governor **Steve Bullock** announced on April 12, 2017, he has appointed **Reginald Michael**, Chief U. S. Probation Officer for the Southern District of Florida, to serve as the Director of the Montana Department of Corrections.

"Reginald Michael brings vast experience to Montana's corrections system," said Governor Bullock. "I'm confident his leadership and commitment to keep Montanans safe and improve services will serve not only the department well, but communities all across our state."

"It's an honor to join Governor Bullock's team to lead this important agency," Michael said. "I look forward to working with a talented team at the Montana Department of Corrections and applying my experience to strengthen the system, reduce recidivism, and improve public safety."

Reginald Michael comes to Montana from Miami, Florida, where he managed the fourth largest U. S. Probation Office in the nation. Michael holds a Bachelor of Arts in Criminal Justice from the University of Louisiana at Monroe. His career in criminal justice spans over 30 years, most recently serving as Chief U. S. Probation Officer and Court Unit Executive for the Southern District of Florida.

Michael received the 2016 Directors Award from **James C. Duff**, Director of the Administrative Office of the U. S. Courts in Washington, D. C. His previous experience has taken him around the country and he has held various positions within the District Court System including: Deputy Chief U. S. Probation Officer in the U. S. District Court, District of Nevada; Chief of the Program Review Branch and a Probation and Pretrial Services Regional Administrator in the Administrative Office of the U. S. Courts in Washington, D. C.; and U. S. Probation Officer in the Southern District of New York.

ILES RECIPIENT OF DEFENSOR PACEM AWARD

On April 20, 2017, **Leighton G. Iles**, Director of the Tarrant County Community Supervision and Corrections Department (CSCD) in Fort Worth, Texas, and a member of the National Association of Probation Executives, was recognized as the recipient of the *Defensor Pacem Award*, the highest honor presented by the College of Criminal Justice at Sam Houston State University (SHSU). In his current position Iles, who has over 26 years experience in adult probation, oversees a staff of 360, 21,000 offenders, and an annual budget exceeding \$25 million for a department in the third most populous county in Texas.

Iles was instrumental in the creation of the Criminal Research Information Management and Evaluation System (CRIMES) – Community Supervision, a comprehensive records management system for probation and police developed by the Police Research Center at Sam Houston State University.

"Leighton Iles is the driving force behind efforts to ascertain the most effective interventions for use by Texas probation agencies," said **Larry Hoover**, Director of the Police Research Center at SHSU. "Successful management of probation agen-

cies requires commitment, energy, innovation, patience, understanding, persistence, resolve, and even empathy. Leighton has all of these attributes and more.”

Prior to moving to Tarrant County in August 2009, he served as Director of the Fort Bend County CSCD where he was employed for twelve years. Iles previously worked for the Community Justice Assistance Division of the Texas Department of Criminal Justice (CJAD-TDCJ) in substance abuse programming. He began his career in Austin, Texas, as a probation officer for the Travis County Adult Probation Department.

Iles holds a bachelor's degree in criminal justice and a Master of Public Administration degree, both from Texas State University at San Marcos. He serves as a Regional Representative to the American Probation and Parole Association Board of Directors, and is a member of the Texas Probation Association's Legislative Committee.

In 2016 Iles was the recipient of the *Probation Executive of the Year Award* presented by the National Association of Probation Executives and Sam Houston State University.

NORFOLK JUVENILE PROBATION HOSTS MOTHERS PROGRAM COMMENCEMENT

On May 10, 2017, Norfolk Juvenile Probation's MPower (MOMPower) Program hosted a commencement ceremony to celebrate the completion of this 11-week parenting skills program by six mothers in their early 20s to late 50s. The ceremony was held at the Norfolk County Juvenile Court in Dedham, Massachusetts.

MPower participants are subjects of care and protection cases – when abuse or neglect of a child is alleged. More than half of the mothers who have participated in this program since it was established in 2012 have been reunified with their children, according to Assistant Chief Probation Officer **Teresa Plante** who, together with Probation Officer **Tracey Clougher**, established MPower. As part of the program, mothers attend workshops on nutrition, healthy relationships, child discipline and development, child trauma, substance abuse, and organizational skills.

“We are really proud of the program and the progress the mothers have made. The mothers in this group have learned important parenting skills and are one step closer to getting their children back. The relationship between mother and child is often key in the child's development and who this child becomes as an adult,” Plante said.

“Programs like MPower are among the many parenting programs the Massachusetts Probation Service offers for offenders. We have found that participation in this type of programming has provided the necessary skills to help reunite families as well as reduce recidivism among offenders,” said Probation Commissioner **Edward J. Dolan**.

LEBANON COUNTY PROBATION DIRECTOR RECOGNIZED BY MASCA

Sally Berry, Director of the Lebanon County's Probation Department in Pennsylvania, has been recognized for her professionalism and leadership by the Middle Atlantic States Correctional Association (MASCA). She was presented the *Founders Award* on May 23, 2017, at MASCA's annual training

conference in Pocono Manor. The *Founders Award* is presented to an administrator who has demonstrated exceptional efforts to promote professionalism in probation, parole, juvenile justice and/or corrections.

Barry, who has a bachelor's degree in criminal justice and a Master of Public Administration degree from Penn State University, has been active in the criminal justice field for more than 23 years. She was named Lebanon County's Chief Adult Probation Officer in 2003 and was promoted to Director of Probation Services in 2013 when the department was restructured to also include Juvenile Probation.

In addition to her duties in Lebanon County, Barry served as President of the County Chief Adult Probation and Parole Officers Association of Pennsylvania and was appointed by Governor **Tom Wolf** to serve on the Pennsylvania Justice Reinvestment Initiative.

MASSACHUSETTS CLTL GRADUATION HELD IN LAWRENCE

Sixteen probationers, the largest class to date, celebrated their completion of the Changing Lives Through Literature (CLTL) Program on May 11, 2017, at the Lawrence District Court House in Lawrence, Massachusetts.

The CLTL Program is a seven-week program that was created more than 20 years ago by a probation officer, a judge, and literature professor to engage probationers in an activity that would reduce recidivism and demonstrate to probationers that there are better opportunities available to them through education. CLTL is one of the longest running programs of the Massachusetts Probation Service.

Several of the Lawrence graduates read from their own writings at the ceremony. During the seven-week program, participants read *Street Shadows* written by author Jerald Walker. Walker attended the last class. Lawrence CLTL participants included 13 men and three women, ages 20 to 45.

The program's instructor included Professor **Kassie Rubico** of Northern Essex Community College. In addition to the participants, Presiding Justice **Lynn C. Rooney** and Probation Officers **Patricia Evangelista-Stout** and **Lidia Maldonado** all read the book and participated in discussions. Other participants included Probation Officer **Ellen Carter**, Clerk's Department Case Specialist **Nate Santer**, Court interpreter **Narda Horton-Campusano**, and BAR Advocate **Alicia McNeil**.

There are approximately ten CLTL Programs offered statewide in the court system and facilitated by probation officers. Since its start, the CLTL Program has also been replicated and offered in a number of states, including Arizona, Connecticut, Kansas, New York, Rhode Island, Texas, Virginia. There have also been programs in Canada and England. There are CLTL programs that also include the reading of poetry.

JERMSTAD PRESENTED WITH TPA HIGHEST HONOR

During the 2017 Annual Conference of the Texas Probation Association (TPA) held during the first week of April in Austin, **Todd Jermstad**, Director of the Bell-Lampasas Counties Community Supervision and Corrections Department in Belton, Tex-

as, was presented with the *Charles W. Hawkes Lifetime Achievement Award*.

Jermstad has been involved in the criminal justice system for a period approaching four decades. From 1980 to 1989, he prosecuted delinquent child support cases and later served as an Assistant District Attorney in Brazos County, Texas.

From 1989 to 1990 he served as General Counsel for the Texas Adult Probation Commission and later as Assistant General Counsel with the newly created Texas Department of Criminal Justice, an umbrella organization that included probation, prisons, and parole, from 1990 to 1998.

In 1998 Jermstad joined the Bell-Lampasas Counties Community Supervision and Corrections Department in Belton, Texas, as Staff Attorney, a position he held until 2009, when he was named Director of the agency. As head of the department, Jermstad has instituted a number of innovative programs to deal with the specific risks and needs of offenders.

Throughout his career, Jermstad has been a legal scholar who writes opinions for the Texas probation field, providing an invaluable service. In addition, he is widely published in journals related to the corrections profession. His prolific literary efforts have appeared in *Executive Exchange*, *Texas Probation*, *Federal Probation*, the now discontinued *Texas Journal of Corrections*, and *Perspectives*; he has also written monographs and books for the Center for Project Spotlight and the National Institute of Corrections.

Jermstad serves on the Board of Directors of the National Association of Probation Executives and on the organization's International Committee. In 2013 he was the recipient of the *Probation Executive of the Year Award* presented by the National Association of Probation Executives and Sam Houston State University.

JUDICIARY OF GUAM ELEVATES CHIEF PROBATION OFFICER

In May 2017 the Judiciary of Guam's Chief Probation Officer has moved up to serve as the administrator of the courts. **John Q. Lizama** was appointed by Chief Justice **Katherine Maraman** and the Judicial Council of Guam, according to a news release.

Maraman said Lizama's transition comes at a time when the Judiciary is going through an era of modernization. The courts are creating and improving programs that will more efficiently administer Guam laws, she said. "His case-management experience and active membership in the Judiciary's Strategic Planning Council and Management Lead over numerous committees in our Judiciary will be a valuable asset to John's new role in leadership," she said in the release.

Lizama served as Chief Probation Officer for more than 15 years prior to his appointment.

PINKSTON RETIRES IN TEXAS

Longtime NAPE member **Vickie Pinkston**, Director of the Hockley County Community Supervision and Corrections Department in Levelland, Texas, retired on May 31, 2017, following a long and distinguished career in the Texas criminal justice system.

Pinkston, who earned a bachelor's degree in elementary education and a master's degree in special education, both from Texas Tech University, left the field of education to become a probation officer; she began with the department in the late 1980s, and she has served as Director since 1999.

Pinkston has served as Secretary and President of the West Texas Chief's Association and she has been a member of the Texas Probation Association's Legislative Committee.

Replacing Pinkston is **Jorge Lopez**, who had been with the department for more than two decades.

DORCHESTER PROBATION HELPS FATHERS MAKE A DIFFERENCE IN THEIR CHILDREN'S LIVES

A group of 19 court-involved fathers graduated from the Dorchester Fatherhood Program on June 7, 2017, at the Dorchester Division of the Boston Municipal Court.

As a result of participating in this 12-week program, several of the fathers – some whom believed they would never be granted visitation – reconnected with their children, improved their relationships with them, and or are one step closer to becoming a bigger part of their children's lives.

Since it was launched in 1998, more than 300 fathers have participated in the Dorchester program currently overseen by Assistant Chief Probation Officer **Vanthomas Straughter** and Probation Officer **Cyril Jaundoo**. This program not only focuses on fathering skills, but is equal parts self-exploration, old school common sense, lessons on history and cultural awareness, as well as a review of laws that impact the fathers' and their children's lives. The interactive sessions also focused on such topics as how to find a job.

"From day one, we go right in there and address the tough topics," said Straughter, describing the intensity of the program. "We talk to them about their character, their values and how this impacts them and their children."

"Fatherhood Programs benefit the community and reconnects fathers to their children. By participating, fathers enhance pro-social behaviors, problem-solving and communications skills. This promotes law-abiding behavior that contributes to public safety," said Probation Commissioner **Edward J. Dolan**.

The Dorchester Fatherhood Program is one of the longest running programs of its kind in Massachusetts. There are approximately 20 Fatherhood Programs from the Berkshires to Cape Cod.

More than 2,500 fathers have graduated from Fatherhood Programs statewide since the first one was introduced in 1994 by then Chief Probation Officer **Thomas Mitchell** and Training Director **Stephen Bocko**. All of the programs are based on the "Five Principles of Fatherhood" – "As a father it is my responsibility to: 1) Give affection to my children; 2) Give gentle guidance to my children; 3) Provide financial support to my children and the mother of my children; 4) Demonstrate respect at all times to the mother of my children; and, 5) Set a proud example for my children by living within the law and without the taint of alcohol/drug abuse."

"Educating our fathers on the importance of consistency and stability in their children's lives has yielded positive results in our collective efforts to strengthen family relationships," said Probate and Family Court Statewide Supervisor for Probation

Richard O'Neil. "Exhibiting these behaviors are essential factors that contribute to healthy child development."

MEYER RETIRES IN PORTER COUNTY, INDIANA

In June 2017 **Stephen Meyer** concluded a 35 year career with the Porter County Adult Probation Department in Valparaiso, Indiana, including just more than six years as the Chief Probation Officer.

Porter Superior Court Judge **Roger Bradford** said Meyer's retirement is a big loss. "We're losing a lot of experience and quality," he said.

Mary Harper, Porter Circuit Court Judge, also lauded Meyer's efforts: "Steve is highly knowledgeable about the technical aspects of probation and how the use of probation, when appropriate, fits into the overall justice system."

Porter County Prosecutor **Brian Gensel** praised Meyer's contribution to the local criminal justice system. "In the 29 years I have worked with Steve, he has unwaveringly exhibited integrity, hard work, a strong moral compass and compassion," Gensel said. "He always viewed being a probation officer as a calling, not merely a job. He has served the citizens of Porter County well and will be missed by his many friends in county government."

UNODC RELEASES WORLD DRUG REPORT 2017

On June 22, 2017, the United Nations Office on Drugs and Crime (UNODC) released *World Drug Report 2017*. In launching this report, UNODC issued the following media release:

In 2015 about a quarter of a billion people used drugs. Of these, around 29.5 million people – or 0.6 per cent of the global adult population – were engaged in problematic use and suffered from drug use disorders, including dependence. Opioids were the most harmful drug type and accounted for 70 per cent of the negative health impact associated with drug use disorders worldwide, according to the latest *World Drug Report*, released . . . by UNODC.

Disorders related to the use of amphetamines also account for a considerable share of the global burden of disease. And while the market for new psychoactive substances (NPS) is still relatively small, users are unaware of the content and dosage of psychoactive substances in some NPS. This potentially exposes users to additional serious health risks.

The *Report* finds that hepatitis C is causing the greatest harm among the estimated 12 million people who inject drugs worldwide. Out of this number, one in eight (1.6 million) is living with HIV and more than half (6.1 million) are living with hepatitis C, while around 1.3 million are suffering from both hepatitis C and HIV. Overall, three times more people who use drugs die from hepatitis C (222,000) than from HIV (60,000). However, the *Report* stresses that despite recent advances in the treatment of hepatitis C, access remains poor, as treatment remains very expensive in most countries.

This year marks 20 years of the *World Drug Report*, which comes at a time when the international commu-

nity has decided to move forward with joint action. UNODC Executive Director Yury Fedotov highlighted that the outcome document of the 2016 landmark UN General Assembly special session on the world drug problem contains more than 100 concrete recommendations to reduce demand and supply, however he acknowledges that more needs to be done.

"There is much work to be done to confront the many harms inflicted by drugs to health, development, peace and security, in all regions of the world," said Mr. Fedotov.

Changing Business Models for Drug Trafficking and Organized Crime

In 2014, transnational organized crime groups across the globe were estimated to have generated between one fifth and one third of their revenues from drug sales. Mobile communications offers new opportunities to traffickers, while the darknet allows users to anonymously buy drugs with a crypto-currency, such as bitcoin. While drug trafficking over the darknet remains small, there has been an increase in drug transactions, of some 50 per cent annually between September 2013 and January 2016 according to one study. Typical buyers are recreational users of cannabis, "ecstasy," cocaine, hallucinogens and NPS.

Global Drug Market Trends

The spectrum of substances available on the drug market has widened considerably, the *Report* says. The opioid market in particular is becoming more diversified, with a combination of internationally controlled substances like heroin, and prescription medicines that are either diverted from the legal market or produced as counterfeit medicines. NPS continued to evolve such that by 2015, the number of reported substances had nearly doubled to 483 compared with 260 NPS in 2012.

Opium production is up and the cocaine market is thriving. In 2016, global opium production increased by one third compared with the previous year and this was primarily due to higher opium poppy yields in Afghanistan. The *Report* also points to the expansion of the cocaine market, such that from 2013-2015, coca bush cultivation increased by 30 per cent mainly as a result of increased cultivation in Colombia. Following a period of decline, there are signs that cocaine use is increasing in the two largest markets, North America and Europe.

Drugs and Terrorism

Although not all terrorist groups depend on drug profits, some do. Without the proceeds of drug production and trafficking, which make up almost half of the Taliban's annual income, the reach and impact of the Taliban would probably not be what it is today. Up to 85 per cent of opium cultivation in Afghanistan occurs in territory under some influence of the Taliban.

The 2017 *World Drug Report* provides a global overview of the supply and demand of opiates, cocaine, cannabis, amphetamine-type stimulants and new psychoactive substances (NPS), as well as their impact on health. It highlights the scientific evidence for hepatitis C causing greatest harm among people who use drugs; and brings into view further diversification of the thriving drug market, as well as changing business models for drug trafficking and organized crime.

This informative report may be accessed at: <http://www.unodc.org/wdr2017/>.

NEW CHIEF IN TULARE COUNTY, CALIFORNIA

The *Porterville Recorder* reports that **Michelle Bonwell**, Deputy Chief Probation Officer for Tulare County, California, has been named the county's Chief Probation Officer. Bonwell is the 13th Chief appointed in Tulare County since the department was established in 1909, replacing **Christie Myer**, who retired on July 7, 2017, after more than 40 years of public service in Tulare County.

"Michelle's strong background in public service, specifically with Tulare County Probation, makes her an excellent candidate for this position. She is innovative, dedicated and will serve this community well," said Superior Court Juvenile Court Presiding Judge **Juliet Boccone**.

Bonwell, who graduated from National University with a bachelor's degree in organizational leadership, has over two decades of experience with the department; she began her career in 1995 and has held several positions of increasing responsibility within the organization, including probation officer, supervising probation officer, and division manager. As Deputy Chief, she was responsible for oversight of all departments and daily operations.

"I have complete confidence in Michele Bonwell as the next Chief of the Tulare County Probation Department. While she does have to fill a significant void created by Chief Myer's retirement, she comes from within the ranks of the department and I know she is highly capable of doing so," said Tulare County Board of Supervisors Chairman **Pete Vander Poel**. "Michelle has a wealth of knowledge and experience from her work with Chief Myer and I look forward to working with her as the new Chief."

Bonwell will be responsible for more than 400 employees assigned to five departmental divisions and an operating budget of over \$40 million. The Tulare County Probation Department supervises more than 5,000 adult felons and juvenile offenders on court-ordered supervision, post-release community supervision, or in diversion programs.

SENTINEL OFFENDER SERVICES SUED FOR COLLECTING ILLEGAL FEES IN ATLANTA MUNICIPAL COURT

According to a media release on the website of the Southern Center for Human Rights (SCHR), on July 26, 2017, a civil rights lawsuit was filed in U. S. District Court for the Northern District of Georgia against Sentinel Offender Services, a private probation company, on behalf of people in Atlanta who were forced by Sentinel to pay illegal fees while on "pay-only" probation for traffic violations. The lawsuit, brought by SCHR and Caplan Cobb LLP, seeks the return of money that Sentinel illegally collected from people sentenced to "pay-only" probation by the Atlanta Municipal Court.

Like many Georgia courts, the Atlanta Municipal Court uses "pay-only" probation as a payment plan. People who are charged with minor offenses and unable to pay fines immediately upon sentencing are given probation, usually under the supervision of for-profit companies like Sentinel. These people are then required to pay additional "probation supervision fees," which can double their financial obligations. In 2016, Georgia probation providers collected \$87 million in fines for local governments, and pocketed an estimated \$34 million in fees. Because of these policies, Georgia has a far higher number and rate of people on probation than any other state in the nation.

The new lawsuit shows that in Atlanta, Sentinel probation officers charged unauthorized \$20 "enrollment fees," in addition to the \$27 monthly "probation supervision fees" that Sentinel was allowed to collect from people on pay-only probation.

"The practice of forcing the poor to pay illegal fees under the threat of incarceration must stop. We look forward to seeking full recovery of the illegal fees Sentinel collected from our clients and fellow citizens," said **Michael Caplan**, founding partner of Caplan Cobb LLP, and co-counsel for the plaintiffs.

NEW MONOGRAPH ON REFORMING PROBATION ISSUED BY HARVARD KENNEDY SCHOOL

In August 2017 the Harvard Kennedy School's Program in Criminal Justice Policy and Management has issued the following monograph dealing with issues related to probation: *Less is More: How Reducing Probation Populations Can Improve Outcomes*. This publication, written by **Michael P. Jacobson, Vincent Schiraldi, Reagan Daly, and Emily Hotez**, is one of several published from the Executive Session on Community Corrections.

To access this informative monograph, visit the following link: https://www.hks.harvard.edu/sites/default/files/centers/wiener/programs/pcj/files/less_is_more_final.pdf.

NATIONAL ASSOCIATION OF PROBATION EXECUTIVES

Who We Are

Founded in 1981, the National Association of Probation Executives is a professional organization representing the chief executive officers of local, county and state probation agencies. NAPE is dedicated to enhancing the professionalism and effectiveness in the field of probation by creating a national network for probation executives, bringing about positive change in the field, and making available a pool of experts in probation management, program development, training and research.

What We Do

- Assist in and conduct training sessions, conferences and workshops on timely subjects unique to the needs of probation executives.
- Provide technical assistance to national, state and local governments, as well as private institutions, that are committed to improving probation practices.
- Analyze relevant research relating to probation programs nationwide and publish position papers on our findings.
- Assist in the development of standards, training and accreditation procedures for probation agencies.
- Educate the general public on problems in the field of probation and their potential solutions.

Why Join

The National Association of Probation Executives offers you the chance to help build a national voice and power base for the field of probation and serves as your link with other probation leaders. Join with us and make your voice heard.

Types of Membership

Regular: Regular members must be employed full-time in an executive capacity by a probation agency or association. They must have at least two levels of professional staff under their supervision or be defined as executives by the director or chief probation officer of the agency.

Organizational: Organizational memberships are for probation and community corrections agencies. Any member organization may designate up to five administrative employees to receive the benefits of membership.

Corporate: Corporate memberships are for corporations doing business with probation and community corrections agencies or for individual sponsors.

Honorary: Honorary memberships are conferred by a two-thirds vote of the NAPE Board of Directors in recognition of an outstanding contribution to the field of probation or for special or long-term meritorious service to NAPE.

Subscriber: Subscribers are individuals whose work is related to the practice of probation.

Membership Application

NAME _____ TITLE _____

AGENCY _____

ADDRESS _____

TELEPHONE # _____ FAX # _____ E-MAIL _____

DATE OF APPLICATION _____

<i>CHECK</i>	Regular	<input type="checkbox"/> \$ 50 / 1 year	Organizational	<input type="checkbox"/> \$ 250 / 1 year
	Membership	<input type="checkbox"/> \$ 95 / 2 years	Corporate	<input type="checkbox"/> \$ 500 / 1 year
	Desired	<input type="checkbox"/> \$ 140 / 3 years		

Please make check payable to **THE NATIONAL ASSOCIATION OF PROBATION EXECUTIVES** and mail to:
 NAPE Secretariat, ATTN: Christie Davidson, Correctional Management Institute of Texas, George J. Beto Criminal Justice Center,
 Sam Houston State University, Huntsville, Texas 77341-2296
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