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PRESIDENT'S MESSAGE

As your incoming President, I very much look forward to the two years ahead. While I have held local, state, and national office, I have never served in a presidential capacity, and in that context and spirit your confidence and trust in my ability is most gratifying. My actions and responses at the President of the National Association of Probation Executives will mirror the administrative style which I have developed during the past twenty-two years. I thrive on input, and I have embraced and utilized a participatory management style from my earliest days in probation management. Your opinions and advice are wanted now and will always be desired in future months. I have some answers, but I certainly do not have them all. Collectively, through NAPE membership, I believe our professional horizon is truly unlimited. I remain extremely enthused about NAPE, its current projects, and future avenues which the organization may take down the road.

An advantage I think I bring to NAPE is diversified administrative experience. My administrative career began in 1977 after seven years of juvenile probation and correctional officer experience in Pennsylvania. My career has included administrative tenure in Media, Pennsylvania, and adult and juvenile probation assignments in Illinois: Winnebago, McLean, and Lake Counties. Since 1994, I have served as Probate Court Administrator and most recently as Family Division Administrator of the Circuit Court for Oakland County in Pontiac, Michigan. On several occasions I have been the "outsider" brought



in to help reform systems which had fallen into disarray or lost direction.

It is only natural that the NAPE membership be curious about future direction and projects and initiatives which I wish to emphasize within the organization. In bullet style, here are a few project areas which I wish to explore with the NAPE membership:

- NAPE's partnerships and associations with other professional agencies and organizations need to be confirmed and expanded. Solid working relations are the history with the American Probation and Parole Association, American Correctional Association, and the National Institute of Corrections. I very much wish to expand NAPE's influence and involvement with the National Council of Juvenile and Family Court Judges and the National Juvenile Court Services Association. NAPE's established working relationship with Sam

Houston State University has been a profound success, and I will do everything possible to maintain the superb relations forged with our secretariat.

- While not ignoring adult probation-related issues and concerns, I wish to elevate juvenile probation matters to equal status.
- An untapped resource for all too many probation agencies is the use of volunteers. Through my board association with the Detroit-based Volunteers in Prevention, Probation, and Prisons, Inc., it is my desire to elevate the importance and relevance of diversified and creative use of volunteers within probation agencies.

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- Officer and staff safety must remain an utmost priority now and in future years. It is gratifying to note that our secretariat has worked closely with the National Institute of Corrections to deliver training in this area.
 - NAPE has a rich history of involvement in the continuing education arena. I strongly encourage NAPE's ongoing training efforts as linked with collaborating national organizations and agencies. The dynamic Executive Development Program as orchestrated with the National Institute of Corrections and the Correctional Management Institute of Texas at Sam Houston State University requires further nurturing and expansion. New training opportunities with national correctional organizations need to be explored.
 - Our world is a very different planet than just a few years ago. In many former communist-block countries and many emerging nations, national correctional systems are being designed. I wish NAPE to be at the forefront in assisting community correctional design in countries which have taken this initiative.
 - Technological advances within the industry require NAPE's attention, analysis, and consideration. Specifically, these technological advances need to be analyzed in consideration of the human element of our profession. How can technology enhance the probation process while not undervaluing and/or replacing the individual officer?
 - There appears to be a need to expand the NAPE membership directory to better reflect programs and services provided by NAPE member agencies.
- The above list is certainly not inclusive, nor are the items listed in priority, but they do provide a snapshot of some professional interests and proposed objectives.
- The strength of NAPE is its membership. When I review the NAPE membership list, I am reminded that this organization truly represents the very best and brightest in the world of probation administration. I remain extremely honored that

INTERSTATE CRIME CONTROL — YESTERDAY, TODAY, AND TOMORROW

by
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Crime, in previous election years, has driven political debate, been the focus of political ads, and has resulted in a frenzy of new laws such as the elimination of parole, "Three Strikes and You're Out," and civil commitment of sexual predators at the end of their criminal sentence. Administrators of corrections systems, in response to the public climate to get tough on crime, have removed weightlifting equipment, bulldozed tennis courts, and made rules denying inmates access to window air conditioners in facilities where inmates have no windows. The general public ranks fear of crime among their top three concerns, along with taxes.

you have entrusted NAPE's presidency to me, and in that capacity I am committed and energized about my new role. While the vast majority of NAPE members boast multiple years of administrative experience, I am challenging members to cast aside as many preconceived notions as possible and truly "think outside of the box." The creative energy which exists within NAPE is truly unbridled, and a goal for all of us during the next two years is to capture, maximize, and exploit the unique and diversified talents available within the Association.

I hope to see many of you at the American Probation and Parole Association's Annual Institute this summer in Norfolk. NAPE will once again host a member's reception on Saturday evening, August 29th, and the Annual Awards Breakfast on the morning of Sunday, August 30th. You are encouraged to attend these two functions as well as the business meeting following the breakfast.

In closing, I once again emphasize that your input is highly valued and extremely important. During the course of my term of office, I plan on contacting many of you by phone, especially those NAPE members who I have not met. I would like to say at the end of my two year run that I had personal conversations with all of you. While this is a lofty goal, it is an effort I willingly undertake because it further underscores your value and worth to the Association. I hasten to add that if there is something you feel I ought to be doing, please do not hesitate to call me at my office (248) 858-0950 or home (248) 650-4544.

Thank you very much for your confidence and support. Have a safe and enjoyable summer, and I look forward to spending time with you later this summer in the Virginia Tidewater.

Robert L. Bingham
President

In states where it has not been eliminated parole is increasingly used to control institution populations. But this technique adds to burgeoning community corrections caseloads. Administrators of community corrections respond by creating administrative, non-supervised, mail-in or phone-in caseloads for certain offenders assessed to be low risk. The public's perception is that the system is soft on crime. Politicians, in turn, respond with "get tough on crime" legislation.

In spite of all of the attention that crime has gotten there has been little discussion of the control of the interstate movement of convicted offenders, except in states or local areas where a particularly heinous offense has, through it's media attention, aroused the public. In spite of growing numbers of offenders who are moving across state borders (probably in excess of 300,000 this past year), offices in some states which are charged with the important business of managing the interstate movement of offenders, into and out of their states, are being downsized, re-invented, or staff growth is not keeping pace with correctional population increases.

Each state is responsible for addressing the crime problem within its borders. Probation and parole have long been recognized as a benefit to both the community and the offender. Supervision in the

community is cheaper than incarceration. Probation allows effective correctional control using the least restrictive means to attain the objectives of protection of the community and treatment of the offender. Parole provides an incentive for good behavior and diligence in all aspects of institution life. States largely focus on crime within their borders and little attention is given to the importance of the interstate movement of offenders under the Interstate Compact for the Supervision of Parolees and Probationers (hereinafter referred to as the Compact).

Prior to 1918, the United States Supreme Court held that compacts between the states are binding contractual agreements in addition to their status as state statutes.¹ In effect this decision clearly established interstate compacts as devices which are federal in nature, with enforceable status under the U.S. Constitution, rather than purely state matters with no federal constitutional status.²

The Compact, developed by the Interstate Commission on Crime,³ grew out of the concern about interstate crime control by law enforcement and corrections agencies throughout the nation in the mid-1930s. It was the first interstate compact to be signed by all 50 states, the District of Columbia, Puerto Rico, and the Virgin Islands.

The Compact arose from the need for creating an integrated national system out of the chaos existing during the 1930s. This chaos resulted from probationers and parolees not being permitted to leave the political boundaries of the state in which they were under criminal sanction and the prevalence of "sundown parolees" (the practice of releasing offenders on the condition they leave the jurisdiction, never to return and without thought given to supervision).

The Compact was developed to allow for cooperation between the states in their efforts to control crime and rehabilitate criminal offenders. It provides the sole statutory authority for regulating the movement of adult parolees and probationers across state boundaries. The Compact recognizes the legitimate need of parolees and probationers to travel and relocate in another state to improve their opportunities for successful reintegration into the community, and the need of both the sending and receiving states to continue their control and supervision over these offenders.

The two primary goals of the Compact, community protection and rehabilitation of the offender, are accomplished by the cooperative efforts of the member states and territories that control the interstate movement of offenders, monitor and supervise their adjustment in the receiving state, remove them from the receiving state upon violation, and assure that supervision will be continued across state boundaries. These continue to be sound correctional objectives.

The changing nature of the Compact is evidenced by the fact that when the Compact was written, the language mandated (and still does) that it is the "duty of duly constituted judicial and administrative authorities" to allow a parolee or probationer to relocate to another state if residency, family, and employment conditions were met.⁴ Standards and rules of the Compact mandate acceptance by a receiving state if the offender has residence in the receiving state (within the meaning of the Compact) or family residing in the receiving state. In spite of the rules, an increasing number of jurisdictions will not accept cases because of the nature of the offense, the offender's failure to participate in treatment programs, or other spurious reasons not envisioned by the authors of the Compact.

One of the concerns of the authors of the Compact was for a sending state's absolute authority to exert control over its probationers or parolees stay in a receiving state. Evidence of this is the language of the Compact addressing at length the authority of the sending state to retake their probationers or parolees *without review* by the receiving state and without formalities other than establishing the identity of the person to be retaken and the authority of the officer.⁵ This language was drafted to ensure that sending states would not have problems going into a receiving state and regaining control over one of their offenders and returning them as they saw fit. The practice here seems to have changed also. Ironically, the problem in the 1990s is the refusal of sending states to retake their offenders when they are obliged to do so. Increasingly sending states are refusing to remove an offending probationer or parolee from a receiving state. Under the Compact rules, if the receiving state demands removal of a sending state's offender, the sending state is obligated to remove them. Budget constraints are not an excuse not to perform this obligation under the Compact. This rightly concerns corrections system administrators, the public, and politicians.

Emerging technologies permit state and county correctional agencies to allow offenders to leave their jurisdiction and report through phone-in services run by private vendors. Offenders generally pay for being on phone-in supervision through charges on their phone bill or by credit card. They can even pay restitution, court costs, and other court ordered obligations, and supervision fees to the agency of original jurisdiction. Since the rules do not allow the collection of supervision fees on cases transferred to other states or territories under the Compact, there is a fiscal incentive for states to circumvent the Compact and continue to collect supervision fees. This has negative impact on the offender, the communities where such offenders are permitted to reside, and on the effectiveness of the criminal justice system itself.

Some of the problems with controlling the interstate movement of offenders are the result of the growth that all states have experienced in their correctional systems, particularly in the last decade. In 1953 only 12,077 cases were regulated under the Compact. A quarter of a million offenders were being supervised under the Compact during the year ending June 1994, according to information provided by only about 75 percent of states. If all jurisdictions had reported, that number would probably have exceeded 300,000.

Over the past half-century, all states' correctional systems have grown, both in terms of the size of the population under correctional control, and in the amount of state tax dollars spent on locking-up, surveilling, and supervising criminal offenders. States are addressing the growth in population and budget with innovative and creative programs consistent with the mandates of their legislatures and governors. Programs are increasingly complex and more diverse in their approach, such as unsupervised release, reduced levels of supervision, mail-in, and phone-in reporting.

Along with the problems caused by growth in the corrections industry nationwide, there is little, if any, emphasis on compact issues by national correctional special-interest associations such as the American Correctional Association (ACA), the American Probation and Parole Association (APPA), the Association of Paroling Authorities International (APAI), and the National Association of Probation Executives (NAPE).

In 1985, the ACA's Standards for Adult Probation and Parole Field Services Manual listed just two standards relating to inter-

state compact office operations. One standard generally addressed the need for written state policies and procedures to govern interstate transfer and supervision. The remaining standard, which was not deemed to be essential for agency accreditation, noted that each state should have an interstate liaison officer.

In June 1986, the ACA ratified 21 comprehensive policy statements as a plan for national crime control. The policies, which were inclusive of all areas of correctional concern, ranging from conditions of confinement to state community corrections, were recommended to the states for enactment. No policies, however, were drafted to better facilitate and regulate the interstate surveillance of convicted parolees and probationers.⁶

ACA's comprehensive *Field Officer Resource Guide*, which overviews the fundamental duties of community corrections field officers, does not contain a single reference to the Interstate Compact for the Supervision of Parolees and Probationers.

It was not until September 1995, twenty years after it was chartered, that the APPA board of directors recommended adoption of a position statement on the Compact, but withdrew it prior to a vote by the membership. APPA is community correction's national professional association.

In early 1986 the rule and policy making body for the Compact, the Parole and Probation Compact Administrators' Association (PPCAA) was joined by the National Association of Probation Executives (NAPE), the American Probation and Parole Association (APPA) and the Association of Paroling Authorities International (APAI) to form a Commission to Restructure the Compact. By 1990 a new manual had been drafted as a model for the provision of compact services; but this restructuring effected only the procedural rules of the Compact and not the language of the law, which remains now as it was written in the 1930s.

New procedural rules and manuals are not the solution to these problems. Since the new compact manual was published, non-compliance with compact rules and standards by the states has been on the agenda of every annual meeting of the PPCAA. In 1994 PPCAA adopted a grievance procedure that included sanctions up to, and including, requesting the offending state's legislature to remove itself from the Compact.

As states wrestle with increasing correctional populations, decreasing resources, and increasing taxpayer resistance to more taxes, politicians are looking for ways to cut out the fat and talk of "slim fast" budgets is common. Correctional administrators look for efficiencies and areas to reduce or eliminate. Unfortunately, compact offices have often been their target because they have little knowledge of, or appreciation for, the volume of work or the role of the compact office in controlling the interstate movement of convicted offenders into and out of their states. Few states, if any, which contemplated changes in their compact offices have consulted with the PPCAA, or requested the expert assistance available from PPCAA, as they attempted to reinvent their compact offices.

Fewer personal contacts between compact personnel throughout the nation have diluted the national regulatory control of the Compact. In the 1960s and early 1970s all states had compact offices with central regulatory control. Staff from these offices knew each other and knew the rules and requirements of the Compact. They cooperated with each other. During the 1980s criminal penalties stiffened in most states, technological advances resulted in more arrests and convictions, and correctional institutions and community

corrections caseloads experienced enormous growth. Many states decentralized, downsized, or de-emphasized their compact offices and their role in correctional services and management of offenders.

Staff growth has occurred also but state emphasis on compact matters has waned. Increasing numbers of correctional staff, both community corrections and prisons, have had little or no training in compact rules and requirements. Compact training for front line staff and supervisors is minimal or non-existent, particularly for county probation departments in states that do not have an integrated probation and parole system at the state level.

Although counties are created by the state to conduct the state's business at a local level, some county based correctional systems frequently believe that they have the discretion to make decisions contrary to the administrative directives of the compact administrator appointed by their governor to administer the Compact. This has sometimes created problems, which are not exclusive to the counties:

The first is failure to remove violators from the receiving state as required, frequently because of budgetary constraints. The practical effect of this on the offender is three fold: first, the offender is banished from the sending state which imposed the criminal sanction. This is usually in the form of issuance of an arrest warrant by the sending jurisdiction as disposition of the violation. Second, offenders are not held accountable for the consequences of the original criminal conviction after committing new crimes or committing other violations of their probation or parole. Lastly, the offender is usually allowed to remain in the receiving jurisdiction without supervision. The effect on the receiving jurisdiction is to have a community more at risk.

The second is allowing offenders to leave the sending state before the receiving state has had an opportunity to investigate the proposed placement, as required by the Compact, or without formal acceptance by the receiving state. This effectively places known offenders who are under criminal sanction in an unsuspecting community without that community's knowledge.

The following also contribute to the problems of controlling the interstate movement of offenders:

Overcrowded state and local corrections systems, both prisons and community corrections caseloads. These problems are often addressed by states with potentially problematic solutions involving early release *only* to out-of-state placements (where these offenders would not be paroled within their own jurisdiction), reduced levels of supervision of offenders, and technological and electronic solutions that disregard political boundaries.

State and local budget constraints and competing demands for scarce tax resources.

Staff shortages at both the program level and within the administrative offices responsible for compact oversight.

Lack of line staff knowledge of, and commitment to, the rules and standards of the Compact.

Lack of financial resources of the Parole and Probation Compact Administrators' Association, the national body responsible for exchange of information and securing uniformity in interpretation, practice, and procedure of the Compact. In 1995 the Association had an annual budget of slightly less than \$21,200 for these purposes. This equates to only a \$400 assessment per member state or territory.

Failures, when they occur, result in less community protection than is envisioned by legislatures and correctional agencies, and less than the public is entitled to; and less swift and sure punishment for offenders. The result, oftentimes, is a disillusioned, angry, and activist public and angry local law enforcement and elected officials.

Communication and common sense are the cornerstones upon which the Compact functions. The Compact works most effectively when good communications occur. For example, states do not allow offenders within their own jurisdictions to transfer without investigation, coordination, planning, and communication. Why, then, is it acceptable to send an offender to another state without the same investigation, planning, coordination, and communication? The standard for transfer under the Compact is simple: allow the receiving state the opportunity to investigate the proposed placement and do not send the offender until the receiving state has formally accepted supervision.

The nation needs the Compact. However, it is time for some important revisions and improvements in the *statutory language* of the Compact. The following recommendations should be considered to assist states in their efforts to restore the Compact to its proper place in national correctional management. The Federal Government should:

Impanel a national commission to review and re-write the

Compact language to reflect correctional philosophy and technology heading into the 21st century. The language requiring *mandatory* acceptance of an offender who has residence and employment in the receiving state should be changed to one where *presumptive* acceptance by the receiving state is the standard. This will allow states an opportunity to complete a comprehensive evaluation of the proposed supervision plan. Dysfunctional families, or those with criminal orientation, should not be given the same status as families that provide support and positive environment for the offender. States should not be required to accept offenders where such a decision is contraindicated by information obtained through investigation.

Create sanctions such as reducing, withholding, or denying federal funding to states that send offenders to other states contrary to the rules of the Compact, and to states that do not remove their violators from the receiving state upon demand.

Assist states in enforcing the Compact by increased federal involvement in resolving compliance problems and dealing with non-compliant states. The U.S. Attorney General should appoint a liaison officer to the Parole and Probation Compact Administrators' Association as a resource to the states' compact administrators in resolving compliance problems.

Assist the Parole and Probation Compact Administrators' Association in the creation of a national information and communication system designed for compact operations. Both technical and financial support will be required.

Fund judicial and correctional education and training regarding the Compact through the National Institute of Corrections.

In summary, the Compact is a vital and necessary tool of the nation's correctional system that must adapt to the methods of dealing with criminal offenders that have changed in the years since the origination of the Compact. Problems attendant to controlling the interstate movement of criminal offenders require thoughtful and deliberate responses. When problems occur they put the security of communities at risk. The Parole and

Probation Compact Administrators' Association does not have the resources to deal with non-compliant states effectively. The federal government's involvement and support in effectively managing the interstate movement of offenders with technical and financial resources will be required to be successful.

End Notes

1. Virginia vs West Virginia, 462 US 565.
2. Article I, Section 10, Clause 3, of the US Constitution provides that no state may enter into any agreement with any other state without the consent of Congress
3. The Interstate Commission on Crime was established in October 1935 following Congressional enactment of the Crime Control Act of 1934, 48 Stat 909, 4 U.S.C. Sec. 112.
4. Residency is defined as having been an actual inhabitant of the receiving state for more than a year and not in the sending state for more than six months immediately preceding the offense for which the person is on supervision. Family is purposely not defined because of the many and varied definitions various states apply to the term. Employability is defined as employment or prospects of employment.
5. Offenders sign waivers of extradition as part of application for supervision under the Compact. Courts have upheld the validity of such waivers. Extradition is not legally necessary for a sending state to retake an offender from the receiving state.
6. Deborah A Hansen, "State Efforts Toward National Crime Control," *Journal of State Government*.

POWERLESSNESS AND SUBSTANCE ABUSE TREATMENT: MEASURING CHANGING VIEWPOINTS

by
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The treatment of drug abuse and addiction in corrections now involves a wide range of professionals: probation officers, substance counselors, physicians, social workers, nurses, and clergy. Between and within these professional groups there are wide differences in how drug problems are viewed. How correctional workers view drug and alcohol addiction directly affects program design and implementation. It even affects the selection of specific referral sources that are used by probation departments, residential treatment facilities, and therapeutic communities.

Two important questions in the field of substance abuse treatment arise: First, "what is the degree of responsibility that clients should assume for their recovery?" Second, "how much power do they have to overcome their addictions?" The answers to these questions are likely to be the most critical aspects of an individual's viewpoint of substance abuse treatment.

The Traditional Viewpoint

Traditional counseling approaches represented by Alcoholics Anonymous, the Twelve Step Model, and recently Perkinson (1997) have made an important contribution to the disease model of addiction where substance abusers are seen as victims that should not be blamed or punished for behaviors that are essentially involuntary. With the assumption of blamelessness may also come the philosophy of powerlessness which has been very much a part of traditional substance abuse treatment approaches.

An admission of one's powerlessness over drugs is the central focus of the first step of AA. This admission must take place before treatment progress can take place. Wallace (1996) indicates that substance abuse theorists differ in their thinking about the issue: "Some theorists take an all-or-none position and seem to imply that the loss of control is total and that the individual is not only powerless over alcohol or some other chemical but powerless over all aspects of his/her life. Other theorists seem to take a more moderate and balanced position and regard loss of control and powerlessness as matters of degree rather than absolutes" (p. 22). Buelow and Buelow (1998) maintain that the powerlessness is only in relation to alcohol and drugs and an admission of powerlessness does not undermine the client's self efficacy or locus of control (p. 232). Regardless of the theoretical position, powerlessness is a key factor in substance abuse treatment. The individual is "suffering from a disease not unlike other diseases in which choice, will, and moral conviction do not, for the most part, make much difference" (p. 22).

Marlatt and Gordon (1985) point out one of the major liabilities of the disease model: "It is ironic that the major strength of the disease model . . . may be also one of its shortcomings. If alcoholics come to view their drinking as the result of a disease or physiological addiction, they may be more likely to assume the passive role of victim whenever they engage in drinking behavior" (pp. 7-8). Marlatt (1996) reports that a belief in the disease model may even be an accurate predictor of relapse. Based on some preliminary research findings, he suggests that the more a patient believes in the disease model the more they are likely to relapse.

The language of powerlessness in the treatment literature is typified by the exercises developed by Perkinson (1997); people are powerless, for example, when:

- While intoxicated or hung over will do things they feel guilty or bad about later;
- They gradually lose respect for themselves;
- They do things they don't remember doing;
- They can't keep promises;
- They lose control of their behavior; and
- They have accidents (pp. 257-289).

There seems to be little question that most of the powerlessness theory is driven by the clear mandate in the AA first step that focuses on powerlessness and loss of control. It follows then that AA leads to an urging to turn an addict's will and life over to a greater power. This is the essence of the second and third steps of AA.

Emerging Viewpoints

On the other hand, recent work by Trimpey (1996), Peele and Brodsky (1991), Lewis, Dana, and Blevins (1994), and Annis,

Herie, and Watkin-Merek (1996) has suggested a philosophically different, if not opposite, approach to substance abuse treatment. Their approach tends to focus on empowerment, self-efficacy, and personal control. In this approach, "treatment should focus on enhancing the clients feelings of personal mastery, especially through the provision of opportunities to plan for and practice appropriate coping behaviors" (Lewis, Dana, and Blevins, 1994, p. 10). Specifically, cognitive-behavioral counseling targets two areas: "(a) changing distorted thinking about substance abuse, and (b) increasing adaptive coping responses" (Ouimette, Finney, and Moos, 1997). In addition, the Structured Relapse Prevention (SRP) techniques, which were piloted within a probation and parole context by the Addiction Research Foundation, are based on self-efficacy theory. This model of relapse prevention "proposes that when a client enters a high-risk situation for drinking, a process of cognitive appraisal of past experience is set in motion which culminates in a judgment, or efficacy expectation, on the part of the client of his or her ability to cope with the situation" (Annis, Herie, and Watkin-Merek, 1996, p. 137).

In summary, empowerment theory focuses on personal control and the development of an internal belief in an ability to manage life in general, including addictions.

The language of empowerment in the treatment literature is typified by:

- Substance abusers must develop their own power to get better;
- Recovery requires increasing self-awareness, learning new coping skills, and changing your environment;
- Alcoholics can enhance their self-efficacy and determine the outcome in their lives;
- The most effective substance abuse counselors are those who can develop problem solving, life, and coping skills in their clients;
- Developing an array of functional coping skills, social skills, and job skills is the key to addiction; and
- The majority of people overcome addictions on their own.

While the field of substance abuse counseling is primarily anchored in powerlessness theory, these recent theoretical positions seem to be gaining momentum and followers in the field.

How much momentum there is, and how many followers there are remains somewhat controversial and frequently depends on who you talk to. Regardless of the strength and numbers of followers, the language of empowerment is strong, if not volatile, when it indicates that "people have been impressed by disease myths and drug-scare campaigns . . ." which have been enormous impediments to a substance abusers personal power (Peele and Brodsky, 1991, p. 378). "Contrary to the cliché that the disease model marks a scientific and humanitarian advance over old-fashioned moralism about addiction, the disease model of addiction is both punitive and disempowering. In its place, we can do no better for our physical and emotional well-being than to construct a social and values-oriented model — one that has as its centerpiece the active, alert, self-directed human being, exercising freedom and taking responsibility for his or her actions and for humankind" (Peele and Brodsky, 1991, p. 378).

Without question, this discussion seems to provide a vivid summation of the self-efficacy and empowerment theoretical orientation. In conclusion, the "full endorsement" of the disease

model is being challenged by many therapists, treatment centers, and social scientists" (Stevens-Smith, 1998, p. 273).

Emerging Viewpoints and Drug Treatment

In an article that compared the twelve steps of AA with traditional counseling philosophy, Lê, Ingrarson, and Page (1995) addressed the issue of powerlessness in considerable detail. In the results of their discussion it was clear that the principles of AA are quite different from counseling theory. "AA's steps revolve around themes of powerlessness, dependency, and humility. AA members are encouraged to relinquish self-direction and self-responsibility and to turn their lives over to the care of a power outside themselves" (p. 607). On the other hand, "unlike the AA program, most professionals in the counseling field value helping clients develop their responsibility for self and use their strengths. Individuals are usually encouraged to choose their own direction and personal differences are supported" (p. 607).

Powerlessness: Dichotomy or Continuum?

Lewis, Dana, and Blevins (1994) present a unique twist to the dilemma of powerlessness vs. empowerment by suggesting a form of differential diagnosis. They suggest conceptualizing substance abuse disorders on a continuum from non-problematic to highly problematic, inferring that some clients are more powerless than others. This continuum does not imply a progression into more serious addiction but may represent different individuals who may move in either direction on the continuum or stay at one point in their involvement with substance dependence (p. 5). This is a useful conceptualization for diagnosis and assessment and could, in the future, reduce the polarization in the literature. For the present, the viewpoints of substance abuse treatment still seem to be quite divergent, particularly among counselors in the field (Ouimette, Finney and Moos, 1997). It remains to be seen whether these academic suggestions are operationalized by practicing substance abuse counselors.

The P-E Scale

Drawing heavily on the previously mentioned literature of substance abuse counseling, the Powerlessness-Empowerment (P-E) Scale was developed as an attempt to quantify endorsement of these viewpoints. The P-E scale is an eighteen item scale consisting of six empowerment items, six powerlessness items, and six buffer items, with a simple agree-disagree format. Buffer items are standard psychometric practice and usually desirable in dichotomous scales in order to reduce the obvious juxtaposition of the items. A high score on the scale indicates an endorsement of an empowerment viewpoint and rejection of a powerlessness position. A low scale score indicates an endorsement of a powerlessness position and a rejection of an empowerment viewpoint.

The empowerment factor consists of such items as: "People can learn effective methods of changing their addictive behaviors without strong external control," "Most people who recover from addictions do so by simply quitting on their own," and "identifying oneself as sick and without hope is unhelpful in treating addictions."

The powerlessness factor consists of such items as "no human power can relieve addictions," "once an addict, always an addict," and "alcoholism is a disease."

The buffer items consist of six rather innocuous and widely accepted statements about substance abuse, such as "the causes of substance abuse have become more complex," and "alcohol and cocaine, even in moderate amounts, can present medical risks." The buffer items do not figure into the scoring of the instrument.

Conclusions

As with any measurement instrument, the P-E Scale is only as good as its ability to perform as expected. Preliminary research results exploring the reliability and validity of the scale look very promising. As a psychometric instrument, the P-E Scale can be used in a variety of training, correctional, treatment, and research capacities in the substance abuse field. The instrument can provide valuable information to assist in treatment planning, staff training, and professional development of counselors and probation officers by indicating the viewpoints currently driving referral and treatment practices.

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COMMUNITY POLICING: A SCHOOL INITIATIVE FOR THE 21st CENTURY

by
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and
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Golbin

The ability of school administrators nationwide and locally to provide our students with a safe learning environment is in serious jeopardy. Vandalism, car theft, drug abuse, gang affiliation, and crimes of violence are widespread and at epidemic levels in many public school systems. Daily news articles call attention to the fact that violence is no longer just a problem within inner city schools. Violent crime, drug abuse, and gang-related crime are also soaring in suburban and rural area schools. Yet in most communities, very little coordination is evident between the government Agencies most responsible for dealing with troubled youth. Most notably, local probation departments, police departments, and school officials are the ones who fail to communicate and coordinate efforts to impact these problems.



Borenstein

Take the example of a student apprehended by school officials for spraying graffiti. Typically, a uniformed police officer is summoned to the school to deal with the offender. Frequently, the officer is not likely to be familiar with school operations and may have never even been on the school campus before. If the officer is not familiar with the school, he or she may not know the offender, the school administrators, or anyone else on campus. Similarly, school officials may not be familiar with the officers and police procedures, and different officers may be dispatched each time the school calls for assistance. If the responding officer determines that a crime has been committed, he or she is likely to arrest the offender. It is not likely that the arresting officer will discuss the probable outcome of the arrest and subsequent prosecution with school officials, assuming this follow-up occurs. It may be that the officer has no idea of what will eventually happen to the offender. Moreover, it is doubtful that school officials will discuss with the officer the intended level of school discipline, if any. Finally, both the arresting officer and the involved school officials will likely call the child's parents to report the criminal behavior, but neither will do so with any thought of coordinating their efforts nor of exchanging information that might benefit the offender, his or her parents, school officials, or the police.

These same communication and coordination problems also exist between police and probation departments. It is not

likely that the officer will speak with any probation officer — much less the probation officer who will decide if a petition will be filed to bring the case before a family court judge. Nor will the probation officer normally consult with the arresting officer before proceeding with what he or she believes to be the most appropriate course of action to rehabilitate the offender. In the end, it is not likely that the arresting officer will ever be told the final disposition of the case. The offender is also likely to return to school while awaiting adjudication. In some cases, the offender commits additional crimes before the original offense has been adjudicated.

Although this type of scenario is repeated daily in many communities throughout the nation, some law enforcement agencies have developed alternative strategies to more effectively deal with these types of offenders, especially those youth who become involved in crimes on school campuses.

On December 17, 1997, the South Country School District approved a highly innovative, dynamic, and proactive strategy to combat youth violence and help youth at risk. The Campus Community Intervention Project is a joint effort involving the Suffolk County Probation Department, the Suffolk County Police Department, and the South Country School District. A major component of this project includes a Probation/Police Team, designated as School Resource Officers, assigned to the school district; the team consists of one probation officer, one police officer, and designated school district personnel. The team is located at Bellport High School and provides services to students of the high school by sharing information and coordinating multiagency efforts to develop a proactive strategy with youth at risk.

The working model is an interdisciplinary program which provides comprehensive diagnostic treatment and intensive supervision services for juvenile and young adults who are on probation and still enrolled in the school district as well as youth who are at risk of entering the criminal justice system in Suffolk County. The overall program design is a cooperative, interagency model that can be described as an accountable risk-focused delinquency prevention and early intervention approach.

Youth who are currently on probation and attend the school district will be supervised by campus-based probation staff. In addition, the probation and police officers assigned provide prevention and early intervention services in a combined operation with the school district personnel. These prevention and early intervention services are provided to youth who have displayed high risk factors based on behavior, school attendance, emotional status, family history, substance abuse, academic difficulties, and other community, family, school, and individual related issues. The program would also allow for therapeutic intervention administered by treatment specialists which will be developed to deal specifically with problems of youth at risk and their families.

The program design includes, but will not necessarily be limited to, components that will address issues such as:

1. Alcohol and substance abuse
2. HIV/AIDS
3. Domestic violence
4. Problem solving
5. School dropout prevention
6. Anger control
7. Peer pressure

8. Decision making
9. Family system needs
10. Violence reduction/Gang prevention training

Since the program's inception, the School Resource Officer Team has provided select groups of students with education pertaining to conflict resolution, what to expect if on probation, obtaining a driver's license, and driver safety. Staff education has included management of aggressive behavior, gang awareness, and the New York State Penal Law. The officers have conducted mediations involving students and parents on issues such as physical and verbal altercations, gossip, and bias-related incidents. The Probation/Police Team conducts home visits as part of outreach prevention. Team members are also involved in a collaborative effort with local business owners to combat graffiti and develop a job referral program. The team interacts with local agencies that provide treatment and support services to students and their families. The officers are currently assisting in implementing a Youth Court within the school district. The Youth Court will be completely comprised of students who will be sentencing their peers who have committed crimes and acknowledged guilt. In addition, the team plans on instituting a job referral program, to include job interview skills training. A summer job program will also be implemented.

BOOK REVIEW

CHARACTER'S IMPACT ON LEADERSHIP

by
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Character Above All: Ten Presidents from FDR to George Bush. Edited by Robert A. Wilson. New York: Simon and Schuster, 1995. Pp. 256. \$12.00.

Scholars, management experts, and executives — both from the public and private sectors — generally agree that one of the most important qualities a successful leader must possess is character (Difulio, 1987; Randall, 1962; Rifkin, 1996; Wilson, 1993). Character, and its impact on leadership, has application universally, from the President of the United States to a multi-national corporate executive to a Chief Probation Officer in the poverty pocket of rural East Texas.

In *Character Above All*, Robert A. Wilson has brought together a group of historians, biographers, and journalists for the purpose of "focusing attention on presidential character and its impact on the creation of trust and leadership." Each member of this project has contributed a chapter on the char-

Currently, the officers are developing an alternative to in-school suspension that will be conducted during a co-curricular period at the end of the school day in an effort to prevent troubled students from missing classes. This program will provide a social skills curriculum aimed at addressing some of the difficulties that have referred students to in-school suspension. Finally, the Probation/Police Team, in conjunction with school administrators, are developing a school/community service component that will be utilized as a less punitive consequence to negative behavior. It is hoped that community service will not only increase self-esteem but will contribute to the youth gaining a true sense of belonging to their community.

The Campus Community Intervention Project is a model which incorporates prevention, intervention and enforcement while utilizing a multiagency strategy based on an understanding of shared mutual objectives. In order to succeed, our efforts must be efficient and cost effective. These objectives can best be achieved through active and continued communication, information sharing, mutual understanding and respect.

For further information, please contact Principal Probation Officer Joe A. Borenstein, Suffolk County Probation Department, P.O. Box 188, Yaphank, New York 11980; his telephone number is (516) 852-5072.

acter of a former President of the United States, commencing with Franklin D. Roosevelt in 1932 and concluding sixty years later with George Bush.

Whether or not one agrees with the political affiliation, policies, and programs of these ten former Presidents, there is much that can be learned by examining their character and how they responded to adversity.

Franklin D. Roosevelt (1933-1945)

In the first chapter, Doris Kearns Goodwin, author of *No Ordinary Time: Franklin and Eleanor Roosevelt, The Fitzgeralds and the Kennedys*, and *Lyndon Johnson and the American Dream*, writes on the presidency of Franklin D. Roosevelt. Despite the fact that he was the product of social privilege and wealth, Roosevelt was a champion of the poor and a friend of minorities who "thought in terms of human beings rather than in abstract concepts." He possessed a sensitive awareness to the plight of those less fortunate and, as the architect of the New Deal, he oversaw the creation of a multitude of new programs designed to rebuild America following the Great Depression.

Qualities of Roosevelt's character included an intuitive nature, a sense of humor, an enormous ego and a charismatic personality, and courage. He was receptive to new ideas and he was willing to experiment. Despite being stricken with polio in 1921, Roosevelt never let his physical weakness prevent him from taking on new tasks and responsibilities; it is noteworthy that it was after his initial bout with polio that Roosevelt was twice elected Governor of New York and subsequently ran four successful races for the presidency. He was a great communicator, knew the value of timing, possessed a capacity to relax, and enjoyed a healthy internal self-

confidence. Finally, because of his strong character, he was at peace with himself, as reflected in the following:

“I’ll tell you,” Franklin Roosevelt once told a friend during the toughest years of his presidency, “at night when I lay my head on my pillow, and it is often pretty late, and I think of the things that have come before me during the day and the decisions that I have made, I say to myself — well, I have done the best I could, and turn over and go to sleep.”

This “inner well of serenity” probably gives the greatest insight into Roosevelt’s character.

Harry S. Truman (1945-1953)

David McCullough, the author of *The Johnstown Flood*, *The Path Between the Seas*, *Mornings on Horseback*, and the Pulitzer prize winning *Truman*, contributes the chapter on the 33rd President of the United States. As in the case of Goodwin’s effort on Roosevelt, it is obvious that McCullough’s chapter on Harry S. Truman is a labor of love.

The contrast between Roosevelt and Truman is striking; unlike Roosevelt, Truman was not charismatic, not glamorous, and not photogenic. Too, as McCullough points out, he lacked his predecessor’s beautiful speaking voice, college education, wealth and social standing, and connections. He was a plain-speaking man from Missouri who appeared “ordinary.” Yet despite this contrast, Truman, like his predecessor, possessed an inner-strength that helped him assume the presidency following the death of Roosevelt and bring a successful conclusion to World War II.

Truman, a voracious reader, had a strong sense of history, which helped him during his presidency. He was tough, determined, loyal to a fault, and decisive. Too, because of his humble origin — the son of a Missouri farmer — he appreciated the dignity and necessity of hard work. Truman had a genuine interest in people and believed that he held the country’s highest office to serve its citizens. He did not shy away from responsibility, even against the prevailing public opinion, as evidenced by his decision to employ the atomic bomb against Japan, recognize Israel, order the Berlin Airlift, embrace the Marshall Plan, fire the popular General Douglas MacArthur for insubordination, and introduce a civil rights program and order desegregation.

In concluding his chapter on Truman, McCullough writes:

Perhaps Truman’s greatest shortcoming was his unwillingness to let us know, to let the country know then, how much more there was to him than met the eye, how much more he was than just “Give ‘em hell, Harry” — that he did have this love for books, this interest in history, his affection for people, his kindness, his thoughtfulness to subordinates, the love of music, the knowledge of music, his deep and abiding love for his wife, his bedrock belief in education and learning.

Truman, who was solidly grounded, frequently stressed: “I tried never to forget who I was, where I came from, and where I would go back to.” History will likely reflect that this

plain-spoken man from the Midwest was truly a man of character.

Dwight D. Eisenhower (1953-1961)

The chapter on Dwight David Eisenhower is provided by Stephen E. Ambrose, the author of the *New York Times* best seller *D-Day*, who has also written biographies on Eisenhower and Richard M. Nixon. In this chapter Ambrose assesses Eisenhower’s character and provides examples of the qualities he exhibited. Eisenhower inherited a set of values from his parents, which were reinforced during his stay at West Point and throughout his military career. These values or qualities included a competitive streak, a strong sense of responsibility, a love for his fellowman, discipline, ambition, a healthy work ethic, and religious convictions.

Eisenhower was, above all, honest. From his diary is found the following entry: “I know only one method of operation, to be as honest with others as I am with myself.” According to Ambrose, people trusted Eisenhower simply because he was trustworthy.

He was an undisputed leader; this quality was more apparent during his distinguished military career than during his presidency. On Eisenhower’s leadership style, Ambrose writes:

An important part of leadership . . . rested on certain matters of character. These included modesty and a genuine eagerness to share the applause. Through the war he never forgot how much he depended on others; he told reporters to go see Omar Bradley or George Patton for their stories. Sharing the credit for a success and taking the personal blame for what went wrong was Eisenhower’s leadership style. “Always take your job seriously, never yourself,” was one of his favorite lines. A corollary to that sentiment was his willingness to sacrifice himself for the good of the whole.

Yet another mark of Eisenhower’s character was his sense of fair play, which included a single standard for all. He believed, “We cannot subscribe to one law for the weak, another law for the strong, one law for those opposing us, another for those allied with us. There can be only one law - or there shall be no peace.”

John F. Kennedy (1961-1963)

Probably the least positive — and least interesting — chapter in the book is the one written on John F. Kennedy by Richard Reeves, the author of *President Kennedy: Profile of Power* and *An American Journey: Tocqueville in Search of Democracy in America*.

Reeves describes Kennedy as the “first of the self-selected presidents . . . who did not wait his turn.” He was a politician who had many personal weaknesses — he was known to frequently lie, engage in a number of extra-marital relationships, and advance social programs for purely political purposes. Perhaps because of his youth, coupled with the fact that his presidency was so brief, Kennedy’s character was never clearly defined. Had he lived longer, perhaps the chal-

lenges of the office would have provided him with opportunities to mature and better establish his character. Then again, he may have continued on his established course of behaviors and proved to be a disappointment to us all.

Lyndon B. Johnson (1963-1969)

Robert Dallek, professor of history and public policy at the University of California at Los Angeles, and the author of several books, including biographies on Franklin D. Roosevelt and Lyndon Johnson, writes on the character of Lyndon B. Johnson in *Character Above All*. The 36th President of the United States was a “larger than life” figure who occupied the White House during some of the most tumultuous times in America. According to Dallek:

Johnson was an example of what the Japanese call the contradiction of opposites. Driven, tyrannical, crude, insensitive, humorless, and petty, he was also empathic, shy, sophisticated, self-critical, uproariously funny, and magnanimous. He was a man of too many paradoxes; almost everything you find out about him you can find a directly contrary quality immediately, and your problem is always which quality was real and which was assumed. Or maybe neither quality was real. Or maybe both were real, who knows.

Johnson was much loved and greatly hated — not just liked and disliked but adored by some and despised by others. Some people remember him as kind, generous, compassionate, considerate, decent, and devoted to advancing the well being of the least advantaged among us. Others describe him as cruel, dictatorial, grandiose, and even vicious.

Johnson, who possessed a great ego, was relentless in his pursuit of everything, he never relaxed, and he was always “on the clock.” Too, he had to be the best at everything. Despite his many personal demons, despite the negative aspects of his character, Johnson was a man of vision and passion who wanted to use the power of the presidency to help people. The architect of the “Great Society,” Johnson orchestrated an “all-out war on human poverty and unemployment in the United States” and pushed through some very important legislation: the Civil Rights Act of 1964, Medicare Act, the Voting Rights Act of 1965, federal aid to education, Head Start, and the end to the discriminatory National Origins Act, to name just a few. Had it not been for the Vietnam conflict, which consumed much of his time and energies as President and which alienated him from the people he was trying to help, his presidency would be viewed much more positively today.

Dallek’s contribution to *Character Above All* is probably one of the more interesting and insightful chapters contained in this book.

Richard M. Nixon (1969-1974)

The chapter on Richard M. Nixon is written by Tom Wicker, a former political columnist for the *New York Times* and the author of *One of Us: Richard Nixon and the American Dream*.

This is not a particularly strong chapter on the 37th President of the United States.

Nixon, best known for leaving the presidency in disgrace rather than face impeachment following the Watergate episode, was, like his predecessor, a very complex man. According to Wicker, he was secretive, distrustful, manipulative, insecure, shy, deceptive, and had few personal friends. He was, however, a man of great intelligence; Wicker writes:

. . . Nixon was a highly intelligent man who relied greatly on his own intelligence and that of others, who had a considerable capacity to read and understand technical papers, who retreated to a room alone and wrote in longhand on a yellow legal pad the gist of his major speeches, who impressed associates with his ability to evaluate disinterestedly the pros and cons of a problem, who in the opinion of Arthur Burns, whom he appointed to head the Federal Reserve, could have “held down a chair in political science or law in any of our major universities.”

Nixon was also a fighter, and “took the hard line of power for himself, his party, his country.” Unfortunately, because he was a loner, because he had few close friends, because he was distrustful, he won battles but he was never able to win wars.

The theme of his distrustful nature is found throughout the chapter; of particular interest is the following:

Nixon once conceded to Hugh Sidney of *Time* magazine, “You’ve got to be a little evil to understand those people out there. You have to have known the dark side of life to understand those people.” Even if that’s true, the idea nevertheless seems to me to represent a condescending and contemptuous attitude toward the commonality of the American people. If Nixon really did understand them, I believe he also held them in less than high regard, except for their votes.

It’s clear, for instance, that as President, Nixon did not trust the American people to understand his conduct of foreign policy. A devotee of *realpolitik*, aided by Henry Kissinger as his national security adviser, he proceeded usually in secrecy, often by threat and manipulation, sometimes by duplicity, and rarely believed enough in his own associates or the American people to take them into his confidence, share with them his goals and ideas.

It is suggested that it was Nixon’s own flawed personality, his lack of a vision, and his inability to divorce himself from the “dark side” that brought him down and ended his presidency.

Gerald R. Ford (1974-1977)

James Cannon, a writer and political aide, provides an excellent piece on the character of Gerald R. Ford. Cannon, who served as a political adviser for Governor Nelson Rockefeller, President Ford’s Assistant for Domestic Affairs, and Chief of Staff to Senate Majority Leader Howard Baker, has written for the *Baltimore Sun*, *Time*, and *Newsweek*; he is

the author of *Time and Chance: Gerald Ford's Appointment with History*. By Cannon's account, in time history will likely judge Gerald R. Ford as a man of character thrust in a position of leadership during a difficult time in our nation's history.

Perhaps one of the more interesting parts of Cannon's effort on Ford deals with his early childhood. The 38th President of the United States was born Leslie King, Jr., the son of a good Christian woman and a brutal, emotionally unstable man who stole from his own father. Sixteen days after his birth, his mother left his father and returned to her parents. She subsequently married Gerald R. Ford, a Cedar Rapids paint salesman, who adopted the two-year-old child, who "grew up as Jerry Ford, Jr., believing his stepfather was his true father." The Fords were wonderful parents, providing "a strong combination of love and discipline." From them Ford learned such values as hard work, honesty, discipline, fairness, self-reliance, a respect for learning, patience, teamwork, and "the obligation of every citizen to take part in public affairs." Ford never forgot these values, which became inherent parts of his personality.

As a Congressman and later as President of the United States, Ford was respected for his character, common sense, and his ability to make the right decision, regardless of the political consequences. During his brief presidency, he ended the Vietnam War, negotiated the Helsinki Treaty, guided the country out of a recession, and brought integrity back into the White House. In the words of historian Edmund Morris, "Gerald Ford was our most underrated modern President."

Jimmy Carter (1977-1981)

In the eighth chapter of this volume, Hendrik Hertzberg writes on the character of the 39th President of the United States. Hertzberg, who served as Jimmy Carter's chief speechwriter from 1979 to 1981, has worked as a correspondent for *Newsweek* and as a writer and editor for *The New Republic* and *The New Yorker*. This chapter lacks a critical eye, with Hertzberg serving more as a Carter apologist than as an impartial witness to history.

Carter was a moral man, a man who knew the difference between right and wrong, a man of faith, and a man who possessed a vast store of inner resources who was dedicated to serving those less fortunate; despite these admirable qualities, he was not a particularly distinguished President of the United States. His style of leadership was "more religious than political in nature," and this leadership style, coupled with the fact that he was an "outsider" with no real Washington experience, caused him difficulty within the Beltway. On Carter's management style, Hertzberg writes:

Carter approached domestic issues one by one, as a problem solver. He studied each issue separately and tackled each issue on its own terms. He didn't have the kind of big picture framework that might have enabled him to explain how the issues all fit together. And he didn't have the kind of political strength that might have enabled him to bring the unruly constituencies into line. So it was difficult both conceptually and politically for him to set priorities. He had little choice but to spread himself too thin.

Many would argue that Carter has proven to be a much better ex-President than President, and that his contributions to society since leaving office have far exceeded those during his days in the White House. As an ex-President, Carter has built homes for the homeless, performed eleemosynary work in Africa, assisted in bringing peace to Haiti, and has worked for the advancement of human rights.

Ronald Reagan (1981-1989)

Peggy Noonan, who served as a special assistant to Ronald Reagan and chief speechwriter for Vice President George Bush, contributes the chapter on the 40th President of the United States. She is the author of *What I Saw at the Revolution: A Political Life of the Reagan Era and Life, Liberty, and the Pursuit of Happiness*. In her chapter she stresses the importance of character in the political arena and provides and enumerates many of Reagan's qualities.

Reagan entered politics not to enhance his stature but to do "good things." Despite the views of his detractors, Reagan had a vision, a vision that was well established long before he ran for President of the United States. According to Noonan:

He wanted to beat back and delegitimize imperialistic communism; he wanted to reduce the size of our own American government; he wanted to reduce the tax burden on the American people, and on American businesses; he wanted to unleash the economy. He knew what he wanted. He'd thought it through.

He had a vision. Did he have the courage without which it would be nothing but a poignant dream? Yes. At the core of Reagan's character was courage, a courage that was, simply, natural to him, a courage that was ultimately contagious. When people say that President Reagan brought back our spirit and our sense of optimism, I think they are saying in part is, the whole country caught his courage.

Other qualities of Reagan's character included intellectual convictions, toughness, and a caring nature. He has been described by those close to him as "warmly ruthless," kind, decisive, a great communicator, direct, impersonal, genial, detached, engaging, daring, consistent, and brave. Reagan did not deal with abstractions, preferring to focus on the concrete. Too, he was more global in his thinking and surrounded himself with good people to handle the details. Because of his strength of personality, his courage, and his accomplishments while in office, the *National Journal* wrote:

Reagan has thrived on taking bold risks, has been thick-skinned in the face of criticism . . . he will exit the Oval Office with his head held high and accomplishments that the history books will record . . . With infectious optimism and an insouciant refusal to be dragged down by the burdens of age or office, he has rekindled national pride and exuded a sense of assurance that the country's problems could be managed.

When Noonan asked Reagan to sum up his legacy, he wrote: "He tried to expand the frontiers of freedom, in a world at

Conclusion

One might ask, why is this book — a book on the character of the past ten Presidents of the United States — being reviewed in a journal devoted to community corrections, and what can be learned by reading *Character Above All*? Arriving at an answer is not particularly difficult.

Probation personnel occupy, in varying degrees, positions requiring a number of leadership qualities. By the very nature of their jobs, on a daily basis they deal with people with serious problems. "In addition to providing services to offenders and their families, probation personnel are called upon to address the needs of victims, law enforcement officers and court officials, colleagues, and employees of agencies charged with delivering human services. Many of these people are ill-equipped to handle their duties and responsibilities effectively, lack vision, are frustrated and unhappy with their stations in life, and feel overwhelmed by the demands of our complex society" (Beto and Brown, 1996). The office of President of the United States deals with similar problems, only on a much larger scale and where the risks are far greater.

If people engaged in community corrections are to make an impact, and if they expect to grow professionally and assume greater leadership roles, then they should look to persons occupying or who have occupied positions of enormous responsibility and learn from their successes and failures. It is this view, then, that commends the reading of *Character Above All* as well as biographies of historic figures, world leaders, and corporate executives.

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peace with itself." In all likelihood, his record of service will be known and appreciated for much more than that.

George Bush (1989-1993)

The concluding chapter of *Character Above All* is written by historian Michael R. Beschloss, the author of a number of books on the American presidency. In this chapter Beschloss, who has written on Roosevelt, Kennedy, and Johnson, provides a fairly critical examination of George Bush's character.

There is no question that Bush was a good man, but he was a man without a clear vision and who lacked the consistency of convictions many of his predecessors had. It has been suggested that he was loyal to Ronald Reagan to a fault, abandoning his own views to curry favor with the conservative Reaganites. Beschloss writes:

It was the unrelenting ardor of that loyalty, from a Vice President who had once so disagreed with the Reaganites, that critics considered a character flaw. The political philosopher Garry Trudeau, in his cartoon strip "Doonesbury," wondered whether the Vice President had put his "manhood in a blind trust." The conservative columnist George Will wrote that Bush had become a Reagan "lapdog," emitting "a tinny arf." Richard Nixon privately recalled that Prescott Bush had been "tough as nails, with that ramrod, erect posture, but I just don't know what's happened to George."

Despite an excellent vita of government service, a pleasing personality, and a strong sense of family, Bush was never able to generate the love and respect that his predecessor enjoyed. Bush was quite adept at foreign affairs, but he was viewed as weak on domestic issues. And it was on domestic issues and, oddly, character, that Bill Clinton took him to task during the 1992 campaign.

In concluding his examination of Bush, Beschloss writes:

Greatness can . . . emerge when leaders try to make the political setting in which they find themselves. Had Bush been less willing to ignore his natural instincts, he might have fought to move his party closer to the center or show Americans why, even in the absence of a Soviet threat, they must maintain their interests in foreign affairs. Instead, alongside the brief shining moment of the Persian Gulf conflict and the end of the Cold War, Bush is likely to be viewed by future generations as a leader who tried but ultimately failed to synthesize a political personality that would allow him to thrive in a party and political culture in which the Prescott Bushes, Henry L. Stimson, and Dwight Eisenhower were rapidly becoming extinct.

While he had his faults, Bush was a man of character who served his country well as President. His loss of the 1992 election to Bill Clinton reflects less on his character than on the character of the American people.

NEWS FROM THE FIELD

BIRKEL NAMED STATE PROBATION ADMINISTRATOR IN NEBRASKA

The Nebraska Supreme Court has appointed **Edward C. Birkel** as the new State Probation Administrator effective April 1, 1998. Birkel began his employment with the Nebraska Probation System in July 1978 as a probation officer in the Norfolk Office. He was named Chief Probation Officer for District No. 3 in Columbus in April 1983. Birkel replaces **Carol J. Schoenleber**, who retired March 31, 1998, after 31 years of service with the Nebraska Probation System.

As State Probation Administrator, Birkel is responsible for a work force of some 310 employees and an annual budget of \$11,668,179. His staff is distributed within probation districts that serve juvenile, county, and district courts throughout the State of Nebraska.

In 1997 the Nebraska Probation System honored Birkel with the Bob Keller Award as the system's top probation officer in a supervisory position. This award is presented in honor of Bob Keller, who was the State Probation Administrator from 1979 until his death in July 1989.

Birkel has contributed to the statewide probation system by serving on various committees, such as the Statistics Committee, Planning Committee, Policy and Procedures Committee, and the Probation Advisory Committee. His most recent undertaking was the development of an intensive supervision probation screening worksheet after much research, review, pilot testing, and compromise. This instrument adds to the credibility of the probation system by identifying candidates most appropriate for intensive supervision.

He and his wife Deb, who is a lending specialist for Home Credit, make their home in Columbus with their son Blake, who is in the eighth grade at Scotus Central Catholic School.

Immediately after assuming his new position, Birkel joined the National Association of Probation Executives.

CHANGES AT THE CRIMINAL JUSTICE CENTER

Timothy J. Flanagan, Dean of the College of Criminal Justice and Director of the George J. Beto Criminal Justice Center at Sam Houston State University since 1991, has been named Vice President of Academic Affairs at the State University of New York (SUNY) at Brockport.

SUNY Brockport is a comprehensive undergraduate and graduate university, part of the 64-campus State University of New York System, located in the western New York region near Rochester. Flanagan began his new duties on July 1, 1998. As Vice President for Academic Affairs, Flanagan is responsible for leadership and planning for all academic programs.

During Flanagan's seven-year tenure at Sam Houston State University, programs at the Criminal Justice Center grew substantially. Under his leadership the Correctional Management Institute of Texas and the Bill Blackwood Law Enforcement Management Institute of Texas were established.

In the College of Criminal Justice, Flanagan led a comprehensive review and revision of degree programs and was instrumental in the development of several new programs,

including the Ph.D. program in forensic clinical psychology, a master's degree concentration in substance abuse counseling, and a master's degree program in criminal justice to be offered at the Montgomery County University Center commencing in the fall of 1998. In addition, Flanagan oversaw the formation of undergraduate and graduate student advising centers in the College, and established a graduate scholarship endowment that stands at \$850,000.

Flanagan provided distinguished leadership for the George J. Beto Criminal Justice Center and enhanced the University's presence in the state and nationally, both academically and with practitioners. It was during his tenure that the Criminal Justice Center, through the Correctional Management Institute of Texas, assumed secretariat functions for the Texas Probation Association, National Association of Probation Executives, and Texas Jail Association.

Margaret Farnworth, Associate Dean for the College of Criminal Justice, has been named Acting Dean and Director. Farnworth received a doctoral degree in sociology from the University of Georgia in 1981, and held academic positions at the State University of New York at Albany and at the University of Florida.

Farnworth enjoys a national reputation for her research in the areas of juvenile delinquency and court processes, and has also written on the areas of social inequality and crime. She currently serves as an associate editor of *Justice Quarterly* and on the board of editors of *Women and Criminal Justice*. She has previously served as editor or on editorial boards for *The Journal of Social Pathology*, *Journal of Criminal Law and Criminology*, *Criminal Justice Research Bulletin*, *Journal of Criminal Justice Education*, and *Journal of Research in Crime and Delinquency*.

A national search will be conducted to find a permanent replacement for Flanagan.

ANOTHER EXECUTIVE DEVELOPMENT PROGRAM FOR PROBATION EXECUTIVES HELD

On May 11-16, 1998, another Executive Development Program for newly appointed probation and parole executives was held at the George J. Beto Criminal Justice Center at Sam Houston State University in Huntsville, Texas. This program is a joint initiative of the National Association of Probation Executives, National Institute of Corrections, and the Correctional Management Institute of Texas.

Program participants included: **Veronica Ballard** (Texas), **James E. Dare** (Ohio), **Kent Ellithorpe** (Iowa), **James G. Fahey** (Illinois), **Armando Fernandez** (Arizona), **Helen Harberts** (California), **Ed Harrell** (Louisiana), **Nancy Kroll** (Colorado), **Robert J. Malvestuto** (Pennsylvania), **Daniel L. Rhoads** (Pennsylvania), **Raul Russi** (New York), **John Tuttle** (Pennsylvania), **Marie Whittington** (California).

The faculty, chaired by **Ronald P. Corbett, Jr.** (Massachusetts), included **Dan Richard Beto** (Texas), **Susan J. Gionfriddo** (California), **Ron Goethals** (Texas), and **Richard E. Wyatt** (Nevada). **Rick Faulkner** with the National Institute of Corrections served a program manager and facilitator.

Staff support was provided by **Christie Haney** of the Correctional Management Institute of Texas, who is responsible

for handling secretariat services for NAPE, and **David Epps** and **Craig Schlichter** of the Criminal Justice Center's Information Technology Services. In addition, members of the faculty of the College of Criminal Justice made presentations during the week of training, including: **Timothy J. Flanagan**, Dean of the College of Criminal Justice; Distinguished Professor **Rolando del Carmen**; and Professor and former Dean **Charles M. Friel**.

The next Executive Development Program will be held in Huntsville on September 13-18, 1998. Newly appointed probation executives interested in attending this program are encouraged to contact **Rick Faulkner** at the National Institute of Corrections; he may be reached at (202) 307- 3106, extension 138. In addition, members of the National Association of Probation Executives who are aware of new executives in their respective areas are urged to encourage them to apply.

NEW MEMBERS

Since the last issue of *Executive Exchange*, several new members have joined the National Association of Probation Executives; they are as follows:

Veronica Ballard, Parole Division Director, Texas Department of Criminal Justice, 8610 Shoal Creek Boulevard, Austin, Texas 78757.

Edward C. Birkel, State Probation Administrator, P.O. Box 98910, Lincoln, Nebraska 68509.

James E. Dare, Director, Montgomery County Adult Probation department, 51 North Perry Street, Room 107, Dayton, Ohio 45422.

Kent Ellithorpe, Director, 4th Judicial District, 801 South Tenth Street, Council Bluffs, Iowa 51501.

Stephen T. Eyrick, Chief Probation Officer, La Porte Superior Court Probation Department, P.O. Box 1091, Michigan City, Indiana 46361.

James G. Fahey, Director, Sangamon County Adult Probation Department, 2009 South 9th Street, Room 104, Springfield, Illinois 62701.

Armando Fernandez, Chief Probation Officer, Cochise County Adult Probation Department, P.O. Box A. D., Bisbee, Arizona 85603.

Ed Harrell, Chief U. S. Probation Officer, Western District of Louisiana, P.O. Box 3086, Lafayette, Louisiana 70501.

Nancy Kroll, Chief Probation Officer, 19th Judicial District Probation Department, 934 9th Avenue, 2nd Floor, Greeley, Colorado 80631.

Robert J. Malvestuto, Chief Probation Officer, Philadelphia County Adult Probation Department, 121 North Broad Street, Philadelphia, Pennsylvania 19107.

Daniel L. Rhoads, Chief Juvenile Probation Officer, York County Juvenile Probation Department, 100 West Market Street, York, Pennsylvania 17401.

John R. Tuttle, Chief Adult Probation Officer, York County Adult Probation Department, 100 West Market Street, York, Pennsylvania 17401.

Marie Whittington, Chief Probation Officer, Riverside County Probation Department, 4095 Lemon Street, Riverside, California 92501.

NATIONAL ASSOCIATION OF PROBATION EXECUTIVES ELECTS NEW OFFICERS AND DIRECTORS

Commencing July 1, 1998, the following officers and directors took office and have assumed responsibility for the governance of the National Association of Probation Executives for the next two years:

President:	Robert L. Bingham (Michigan)
Vice President:	Dan Richard Beto (Texas)
Secretary:	Cherie Townsend (Arizona)
Treasurer:	Richard A. Kipp (Pennsylvania)
Director, New England Region:	Robert J. Bosco (Connecticut)
Director, Mid-Atlantic Region:	W. Conway Bushey (Pennsylvania)
Director, Central Region:	Gerald R. Hinzman (Iowa)
Director, Southern Region:	Ronald R. Goethals (Texas)
Director, Western Region:	Richard E. Wyatt (Nevada)
Director, At Large:	Don R. Stiles (Arizona)
Director, At Large:	Don W. Meyer (Illinois)

This particular Board of Directors represents the largest number of persons in the recent history of the Association to hold new positions.

NOREM RETIRES IN CALIFORNIA

Robert L. Norem, Chief Probation Officer for Stanislaus County, California, since 1985, retired on June 26, 1988, after 31 years of exemplary service to the probation profession.

Norem, a graduate of California State University - Stanislaus, joined the Stanislaus County Probation Department in 1967 as a deputy probation officer. In 1974 he assumed the duties of the department's first administrative assistant, and in this capacity he was responsible for all budget and fiscal activities and supervised the clerical services division. Two years later he was promoted to supervising probation officer and assigned to the newly created juvenile out-of-home placement unit. Norem served in that capacity until December 1977, when he was elevated to the position of Assistant Chief Probation Officer. Following the retirement of Chief Probation Officer **Dale J. Graver** in 1985, Norem was selected to replace him.

The Stanislaus County Probation Department is currently comprised of some 200 employees and has three division: adult services; juvenile services; and juvenile detention, which includes an 88 bed juvenile hall.

During his distinguished career, Norem has been active in a number of professional organizations. He has been a member of the National Association of Probation Executives, served as President of the Chief Probation Officers of California, and was a member of the Board of Directors of the American Probation and Parole Association.

NEW PARTNERSHIP IN HARRIS COUNTY INITIATED TO BETTER SUPERVISE SEX OFFENDERS

According to an article in the June 23, 1998, issue of the *Houston Chronicle*, registered sex offenders living in Harris County, Texas, can soon expect random visits at home from local law enforcement officers. Under the plan, deputies with the Harris County Sheriff's Department and officers with the Houston Police Department will be joining probation and parole officers in visiting sex offenders at home to ensure that they are complying with the terms of their probation or parole.

The purpose of this new initiative, according to Harris County Sheriff **Tommy Thomas**, is to tell registered sex offenders "we know who you are, we know what you did, and we know where you live."

Probation and parole officers already visit sex offenders at least once a month, and usually more often, said **Nancy Platt**, Director of the Harris County Community Supervision and Corrections Department. By adding police and deputies to the equation, she said, offenders will have less opportunity to avoid complying with the terms of their release.

With more than 3,000 registered sex offenders in Harris County, probation and parole officers are struggling to give as much time as possible to each case. By adding occasional visits from law enforcement officers, the probation and parole officers can gain even more information about the offenders. Officers will remind offenders of the conditions of their probation or parole and will look for signs of possible violations. The officers then will fill out a report for the probation or parole officer, noting, for example, whether there are toys or children's items around the home of a registered child molester.

Houston Police Chief **C. O. Bradford** said the visits will likely take away some of the time from writing citations on traffic violations but that it will be worth it. "Protecting a child in this community is not a draw on manpower," Bradford said. "It is a proper utilization of manpower."

NEW INITIATIVE IN ERIE COUNTY, NEW YORK

Saying that "it's another weapon in the war to keep our homes and neighborhoods safe," officials in Erie County, New York, announced June 1, 1998, that the county has established a new "tip line" to crack down on probation violators. The 24 hour tip line, the first of its kind in New York, will be monitored by probation officers with the Erie County Probation Department in Buffalo.

The tip line is for use by both police agencies and the public. Information received — which could include activities such as arrests, traffic offenses, curfew violations, drug or alcohol use, weapons possession, and domestic problems — will be investigated by probation officials and could lead to new criminal charges or arrest warrants for probation violations.

All information received on the tip line will remain confidential and may be given anonymously. The tip line number is (716) 858-2800.

Christopher C. Clark, a NAPE member, is the Chief Probation Officer for Erie County.

NAPE TO BE WELL REPRESENTED AT THE APPA INSTITUTE IN NORFOLK

The preliminary registration brochure for the American Probation and Parole Association's Annual Institute in Norfolk, Virginia, reflects that a number of members of the National Association of Probation Executives will serve as presenters or moderators in several of the workshops. A cursory review of the tentative conference schedule indicates the involvement of **Richard A. Kipp** (Pennsylvania), **Nancy Lick** (New York), **Gary Hinzman** (Iowa), **William D. Burrell** (New Jersey), **Ronald P. Corbett, Jr.** (Massachusetts), **Cherie Townsend** (Arizona), **Sue Gionfriddo** (California), **Ray Wahl** (Utah), **Lawrence T. Jablecki** (Texas), **Scott Taylor** (Oregon), and **Faye S. Taxman** (Maryland).

INFORMATION ABOUT EXECUTIVE EXCHANGE

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

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Submissions for publication consideration should be typed on 8½ by 11 inch paper, doublespaced, with at least one inch margins. Manuscripts should be submitted in duplicate. Persons submitting articles, commentaries, or book reviews should enclose a brief biographical sketch or resume and a black and white photograph for possible inclusion. Manuscripts exceeding one page in length should be submitted on a computer diskette, with the software used indicated.

Specific questions concerning *Executive Exchange* should be directed to Dan Richard Beto at (409) 294-1675. Facsimiles may be sent to (409) 294-1671. All correspondence regarding *Executive Exchange* should be sent to the following:

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