

# National Association of Probation Executives EXECUTIVE EXCHANGE

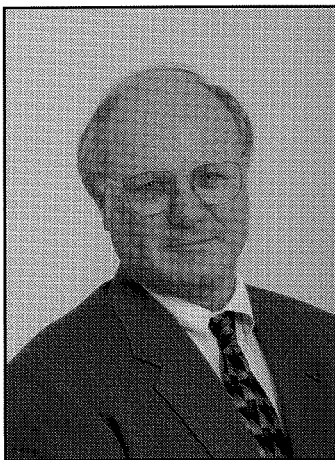
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## PRESIDENT'S MESSAGE

Enron, WorldCom, Martha Stewart, and sexual abuse by clergy would have been more than enough to convince my father, were he still alive, that the "world is going to #\*&@ in a hand basket." Scandals have eroded our confidence in the adherence to the basic values of integrity. It is particularly disturbing when we discover ethical lapses in institutions that are highly regulated or those whose mission would imply very high moral ground. Certainly the probation profession is one in which ethical expectations would be high. If our role is to monitor and facilitate change in people with errant behavior, then there is an expectation that there would be a minimum of such behavior amongst us. And should unethical behavior be discovered, surely it would be amongst the new entries to the field and not the veterans or the leadership.

Well unfortunately, probation officers, including chiefs, are human. As a faculty member of the National Institute of Corrections' Executive Development Program, in which our Association plays a significant role, I get the opportunity to meet many new probation executives and learn the circumstances surrounding the departure of their predecessors. An alarming number of chief executives are leaving the profession because of ethical violations. This is particularly disquieting



because studies have shown that employee misconduct and the reporting of misconduct are strongly related to the actions of top management. When leaders are talking about ethics and setting the right example, employees take notice.

Leaders must not only model ethical behavior, they must influence the environment through the establishment of formal ethics programs. They must establish written standards of conduct, ethics training, formal sources of ethical advice, and systems for anonymous reporting of misconduct.

One might question the appropriateness of this topic for an audience of executives. Most of us have fairly lengthy careers upon which we are judged. There is an assumption that ethical behavior was a prerequisite to achieving our positions. Nevertheless, there are sufficient documented incidents to demonstrate what a profoundly important issue this is for our profession. Please join me in the examination of our own conduct and a policing of our profession, remembering that simply condoning unethical behavior sends a clear message to members of our organizations.

**Ron R. Goethals**  
President

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## GUEST EDITOR'S MESSAGE

The Multnomah County Department of Community Justice (DCJ) has local responsibility for probation, parole and pre-trial supervision of 9,000 adult offenders and probation, diversion and detention responsibility for approximately 3,000 youth out of a general population of approximately 650,000. During the last ten years, DCJ along with other criminal justice partners experimented with juvenile justice reform, addressing minority over representation in the justice system and implementing the best practices in community corrections. The Board of County Commissioners funds extensive substance abuse treatment for offenders with the understanding that reducing addiction will lead to reduced criminality. These efforts have been challenged by the serious downturn in the Oregon economy; however, the leadership commitment to these reforms continues. We have come to understand that getting better public safety results from probation and parole services is not just about implementing the best practices in the field in a few program areas. It is about transforming systems and organizations, working together and changing how we think about our role as community corrections leaders. Without these ingredients, systems are just grafting small new programs onto antiquated models. That approach will only change the outcomes for a very small population and the new programs will not be sustained.

This issue of Executive Exchange highlights several of the key areas of our reform. The articles offered here are consistent with the National Institute of Corrections Evidence Based Practice Initiative. As many of you know, that initiative focuses on an integrated approach to system change, combining best practices programs with organizational development and collaboration across systems and communities. This issue focuses on our experience with system changes utilizing this integrated model. We cover reform and organizational culture, collaboration with community partners, and

technology to assist judges in making best practices based decisions and juvenile justice reform issues. The articles are written to provide both a taste of our methods and some very practical information which we hope will be helpful for other community corrections leaders in the midst of system reform.

Adult probation and parole and juvenile detention leadership cannot build new systems alone. The leadership of law enforcement, jails, and the courts and the policy makers/funders in each system must be engaged in the process. In recognizing the work that is described in this issue, I want to thank some of the leaders of this extended system improvement process: Chair Diane Linn and the Multnomah County Board of County Commissioners, Presiding Judge James Ellis (ret.), Presiding Judge Dale Koch, Chief Family Court Judge Elizabeth Welch, District Attorney Michael Shrunck, Portland Volunteers of America leaders Kaye Toran and Pam Kelly, and the past Director of our Department, Elyse Clawson. In addition to these great leaders, the talented, smart, and energetic staff of the Multnomah County Department of Community Justice has shown that large governmental systems can improve.

While I may serve as guest editor in name for this issue, the credit for seriously editing the articles presented here goes to Robb Freda-Cowie, Management Analyst with our department. The authors of this issue sincerely hope that we stimulate your thinking about how reform can be applied to your community as you read this issue. If you are interested in gathering more information about our experiences please contact us at the web addresses listed in several articles or at [www.co.multnomah.or.us](http://www.co.multnomah.or.us).

**Joanne Fuller**  
Director



## SENTENCING SUPPORT TOOLS AND PROBATION IN MULTNOMAH COUNTY

by

**Michael Marcus**  
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### Background: Focus on Public Safety Outcomes in Sentencing

Probation and corrections agencies across the nation are attempting to pursue evidence-based best practices. Corrections workers and supervision officers are urged to understand the importance of assessment, to address criminogenic factors in offenders' lives, to master motivational interviewing, and to stay up on the rapidly developing literature of criminology and corrections.

But all of this is alien to most courtrooms where, unfortunately, the predominant culture is one of ultimatum, enforcement of last chances, and imposition of consequences for failure. Also unfortunately, this culture has encouraged many probation officers to look to the revocation hearing as an occasion on which to be vindicated or undercut by the judge. This tension between what works and other competing agendas has crippled the crime reduction efficiency of criminal justice for cons. Laws stating the purposes of sentencing are full of un-prioritized, mixed messages.<sup>1</sup> There is even a debate whether judges should consider public safety at all.<sup>2</sup>

In an effort to improve our public safety performance, Multnomah County, Oregon has built sentencing support tools—based on a computerized criminal justice database called DSS-Justice—intended to help transform the culture of criminal justice, including the role of probation officers. Essentially, these tools show judges and supervision officers how similar offenders, sentenced for similar crimes, have or have not avoided criminal behavior after being subjected to any of the available sanctions.

### DSS-Justice: Using Data to Inform Sentencing Decisions

DSS-Justice starts with a computer data warehouse—essentially a database automatically filled with information from a variety of computerized operational information systems. The courts, the police, the sheriff (who runs our jail), the district attorney, and the department of corrections provide access to their data. Data warehouse technology extracts a copy of the needed information from each source, transforms it so it is mutually intelligible, and transfers it to the “warehouse” where criminal justice users can query it for answers that cannot be obtained from any one source alone.

A user of the DSS-Justice sentencing support application (one of many running based on the warehouse) enters a case number and selects the charge for which a sentence is being selected. The program constructs a bar chart based on data for the offender and the charge selected. The chart includes a bar for sentencing elements imposed on such offenders for such a charge, arrayed left to right in order of their declining frequency.<sup>3</sup> Each bar reflects the proportion of those receiving that sanction who were free of any new conviction for a similar crime within three years. Note that this approach displays incarcerative and non-incarcerative sanctions side by side, measured by precisely the same test.

The right side of the screen displays the variables upon which the bar chart is based. The user's choice of crime for sentencing yields a variable that chooses one of six categories of crime as a “similar crime.” For example, choosing Theft in the First Degree yields a default of “property crime,” so that the program is analyzing sentences imposed on similar offenders for any property crime. A “similar offender” is one who has a similar criminal record and similar demographics (age, gender, and ethnicity). A “similar” criminal record is one that reflects the same rating, from “none” to “severe,” in each of six crime categories: violent crime, sex crime, property crime, drug crime, major traffic crime (including impaired driving), and domestic violence.<sup>4</sup>

Users can modify all of the variables and generate a new bar chart in seconds. For example, if we are dealing with a common criminal category, we may be able to focus on only those offenders sentenced for the same crime as the offender before the court, so the program allows a user to change “property crime” to “Theft I.” If the offender's crime category is less common, we may have to expand it to compare offenders like the one before the court who have been sentenced for any crime. We may also want to modify what we mean by “similar” offender.

Finally, users can modify the outcome measure. The default measure of recidivism is a new conviction for a similar crime within three years. Users can specify instead conviction for “any crime,” or for a crime in any of the six crime categories. Users can also modify the period during which recidivism is tallied or focus on arrests (particularly useful in domestic violence cases).<sup>5</sup>

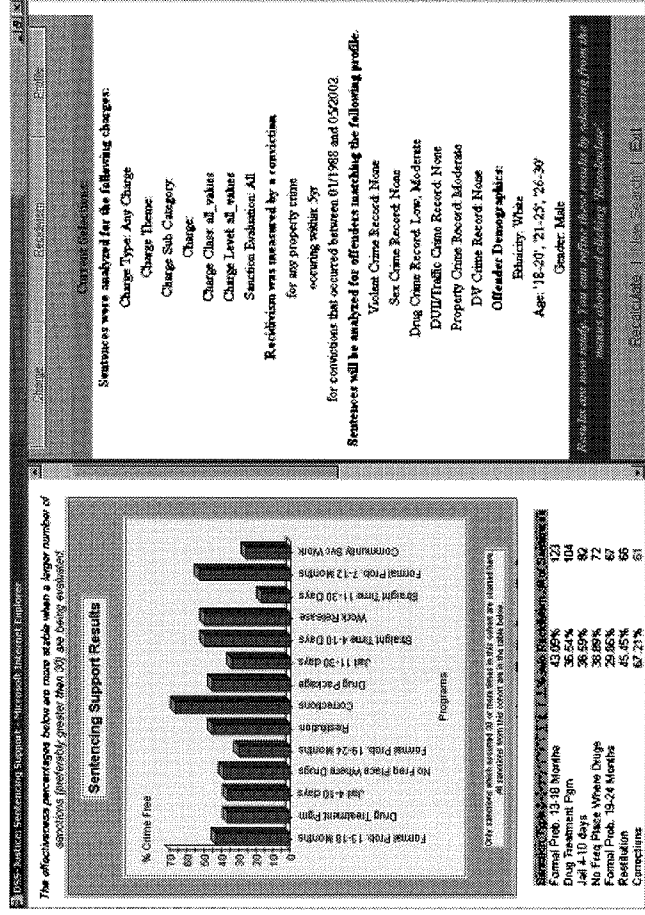
The point of all of this is not to ask technology to select a sentence, but to focus the attention of the sentencing process on public safety. With that focus, advocates and probation officers can supplement the data available from sentencing support tools with information about the offender's particular circumstances or treatment history, the availability or not of local community-based or custodial programs, or with research germane to a particular sentencing analysis.

### Transforming the Role of the Probation Officer

As part of this effort, we have begun building a new partnership between the courts and probation officers. We have added a box to the standard order for a pre-sentence investigation (PSI), requesting that the report include “Analysis of what is most likely to reduce this offender's future criminal behavior and why, including the availability of any relevant programs in or out of custody.” Probation officers who are completing PSIs now regularly include an analysis of what is most likely to work, citing literature and sentencing support results to the court.

Our next step is to transform the role of the probation officer in connection with probation violation hearings. Judges who handle criminal cases have asked our probation department to approach the probation violation process as our experts on

Screen Shot of a Sentencing Support Display



- For all of these and for any other purpose, how does it comport with the offender's risk level and the community's safety interests in the most efficient deployment of the custody slots the offender would be occupying?

Although this project is in its infancy, we are enthusiastic about its potential. Courts can do a far better job with the expertise and information probation officers can bring to these hearings. Sentencing support tools can help us all access data that informs us of what has and has not worked in order to craft better sentences and probation violation dispositions. We expect to adapt the tools specifically to probation use—so that probation officers have good data on which responses (including forms of supervision, sanctions, and rehabilitation efforts) have correlated most significantly with success for which offenders under what circumstances. This gets to the heart of probation officers' need to address offender responsibility in the "what works" environment.

Similarly, we expect the tools to adapt well to pre-trial release decisions, so as to display correlations between various forms of supervision and terms of release for various types of offenders, and with success measured by avoiding both failures to appear for trial and new criminal activity.

All of this is designed to improve our ability to protect our constituents from avoidable victimizations by using our best efforts to understand the risks our subjects present and to respond to those risks in a manner most likely to achieve public safety. Our successes will be measured in crime reduction and improved lives and communities.

**End Notes**

- It took a constitutional amendment to put public safety at the head of Oregon's sentencing purposes. Various strains of deterrence, just deserts, proportionality, and rehabilitation run through most state and federal statutes declaring the purpose of sentencing. See, e.g., 18 USC §3553. Oregon's statutory provisions concerning punishment are conveniently captured in 1997 Judicial Conference Resolution #1:

WHEREAS Oregon law vests judges with discretion to select an appropriate sentence or disposition following adjudication of criminal conduct or violation of terms of probation in adult and juvenile cases;

WHEREAS Article I, Section 15, of the Constitution of the State of Oregon provides that "Laws for the punishment of crime shall be founded on these principles: protection of society, personal responsibility, accountability for one's actions and reformation,"

WHEREAS Oregon law declares that the purposes of the Criminal Code include, among others, "To insure the public safety by preventing the commission of offenses through the deterrent influence of the sentences authorized, the correction and rehabilitation of those convicted, and their confinement when required in

the interests of public protection" (ORS 161.025(1)(a)); "To prescribe penalties which are proportionate to the seriousness of offenses and which permit recognition of differences in rehabilitation possibilities among individual offenders" (ORS 161.025(1)(f)); and "To safeguard offenders against excessive, disproportionate or arbitrary punishment" (ORS 161.025(1)(g));

WHEREAS Oregon law empowers judges to "impose any special conditions of probation that are reasonably related to the crime of conviction or the needs of the defendant for the protection of the public or reformation of the offender, or both" (ORS 137.540(2)), and requires that judges make decisions to incarcerate probation violators in prison based "upon a reasonably systematic basis that will insure that available prison space is used to house those offenders who constitute a serious threat to the public, taking into consideration the availability of both prison space and local resources" (ORS 137.592(2));

WHEREAS Oregon law provides that the juvenile justice system in delinquency cases is "founded on the principles of personal responsibility, accountability and reformation within the context of public safety and restitution to the victims and to the community" (ORS 419C.001);

WHEREAS Oregon law vests judges with discretion to select an appropriate sentence or disposition following an adjudication of criminal conduct or violation of terms of probation in adult and juvenile cases;

WHEREAS public safety would be furthered by increased attention to the probable impact of judges' choices in the exercise of such discretion on the future criminal conduct of offenders;

THEREFORE, BE IT RESOLVED BY THE OREGON JUDICIAL CONFERENCE that in the course of consid-

ering the public safety component of criminal sentencing, juvenile delinquency dispositions, and adult and juvenile probation decisions, judges should consider and invite advocates to address the likely impact of the choices available to the judge in reducing future criminal conduct.

BE IT FURTHER RESOLVED that judges are encouraged to seek and obtain training, education and information to assist them in evaluating the effectiveness of available sanctions, programs, and sentencing options in reducing future criminal conduct.

- Compare Paul H. Robinson, *Punishing Dangerousness: Cloaking Preventative Detention as Criminal Justice*, 114 HARV. L. REV. 1429 (2001), with Michael H. Marcus, *Comments on the Model Penal Code: Sentencing Preliminary Draft No. 1*, 30 AM. J. OF CRIM. LAW 135 (2003), and Michael H. Marcus, *Archaic Sentencing Liturgy Sacrifices Public Safety: What's Wrong and How We Can Fix It*, 16 FEDERAL SENTENCING REPORTER 76 (2003).

- Bars display only for those sentencing elements that have been imposed at least thirty times for the cohort in question, but a table below the bar chart displays all data for all elements ever imposed for the cohort. The thirty-occasion minimum discourages predictions based on insufficient data.

- Data rules determine whether a given criminal history receives a rating of "none," "low," "moderate," "major," or "severe." In all but domestic violence, only convictions count; arrests not followed by dismissal for want of merit (as opposed to victim recanting, for example) do elevate a domestic violence rating. The rules are accessible at [www.ojd.state.or.us/mul/marcus\\_crimthemegrid.pdf](http://www.ojd.state.or.us/mul/marcus_crimthemegrid.pdf).

- A step-by-step description, with screen shots, and a link to a user manual, are available at [www.smartsentencing.com](http://www.smartsentencing.com).

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## LESSONS LEARNED IN THREE COMMUNITY CORRECTIONS COLLABORATIONS

by

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In 1999, I had the privilege of studying the experience of government and community non-profit partners in three collaborative programs that involved the Multnomah County Department of Community Justice (referred to here as "the County Department"). The collaborations were:

- Oregon Recovery Consortium Program (ORC Program) that provided alcohol and drug treatment services to adult offenders under community supervision. The partnership involved the County Department and community-based alcohol and drug abuse treatment providers.
- Gang Transition Services Program (GTS Program) that provides interventions to gang-affiliated or at-risk juveniles to reduce gang participation. The partnership involved the County Department and culturally-specific community-based organizations working with at-risk youth.
- Student Attendance Initiative Program (SAI Program) that seeks to increase student success in attendance through a variety of outreach, counseling and accountability initiatives. SAI was a large collaborative effort that involved the County Department, other county agencies, Portland and other metro area schools, and community based organizations.

We didn't intend this study to be scientific, and we didn't want it to be overly theoretical. Instead, we wanted to glean lessons from participants' actual experience in collaborations to use in designing and implementing future collaborative efforts for the County Department and its nonprofit partners. We also wanted to see how these actual experiences fit within our overall theory of collaboration. This is a summary of that study.

### Why Collaborate?

Stated most simply, collaboration is an organizational response to certain kinds of challenges. When an organization can mount a more effective response to a challenge by working with other organizations, rather than working alone, it may choose collaboration as a mechanism to organize that response.

The increasing use of collaborative approaches in the government, not-for-profit and private sectors perhaps reflects an increasing focus on the nature of problems to be solved. Some problems simply cannot be solved by one organization alone. The more complex the problem and the more the problem domain is marked by uncertainty and interdependence, the more likely it is that a collaborative solution may offer the best chance of a successful solution. Many public problems — including some of those at the heart of our study — are precisely those kinds of problems.

Historically, collaborative activity between government and not-for-profit organizations in the United States has been the

**Legitimacy:** In a successful collaboration, the various members must view each other as legitimate players in the problem domain of the collaboration, which can be measured in part by the respect they accord each other for their respective contributions. The collaboration must also be viewed as a legitimate player in the larger problem domain by its participants and by political bodies, other organizations, and the broader community.

**Efficiency:** Is it cost effective, as compared with other modes of organizing? Or is it inefficient, or worse — does it actually hinder communication and joint problem solving?

**Sustainability:** Is the collaborative work sustainable in the long term? While the other qualities focus on the past experience of the collaboration, this requires a prediction about its future. Has the collaboration identified any of its vulnerabilities and adapted ways to overcome them?

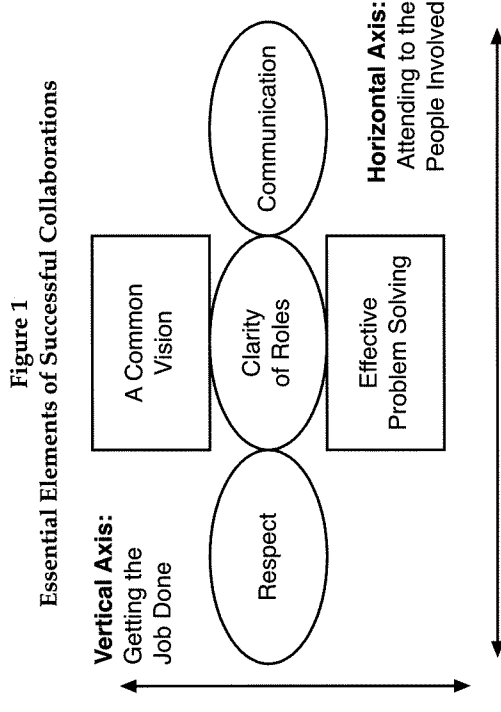
In summary, if a collaboration is *reliable, accountable, adaptable, legitimate (internally and externally), efficient and sustainable*, it would be presumed to be a successful mode of organizing joint work.

### What leads to successful collaboration?

A tool I frequently use in collaborations is set forth in *Figure 1*. This diagram summarizes some of the essential elements of collaboration. The elements are as follows:

- **A Common Vision:** A commonly understood problem to be solved or task to be accomplished, which is espoused by all members of the collaborative and in which all participating organizations will benefit.
- **Clarity of Roles and Responsibilities:** A strong collaboration allows each partner to bring its unique strengths to the collaboration. Discussing the partners' respective roles and responsibilities, and knowing "who does what" is critical to the success of the collaboration.
- **Effective Problem Solving:** A good problem solving method should (1) identify problems in a safe way, before they become crises; (2) offer the collaborative partners an agreed-upon process to resolve problems; and (3) resolve problems effectively and efficiently. Moreover, because the willing participation of members is critical to the collaboration's long-term success, the problem solving method should encourage win-win results.
- **Communication:** Healthy communication is critical to the success of a collaboration. Two kinds of communication pathways exist in the typical collaboration: formal, dealing with decision making and accountability, and informal, dealing with practical problems and the "getting to know you" that must occur if joint problem solving is to be effective.
- **Respect and Integrity:** Without these two elements a collaboration will fail. The collaboration partners must view themselves and each other as people of integrity, and they must also view the organizations participating in the collaborative as organizations with integrity. In addition, participants must accord each other procedural respect (i.e., the kind of good manners that ensures the full participation of each participant) and "role respect," meaning respect for each member's contribution.

In *Figure 1*, the vertical axis is about "getting the job done" while the horizontal axis is about attending to the human beings who get that job done. Of course, the successful collaboration needs both axes — getting the job done *and* getting it done well. Thus, *Figure 1* illustrates the elements a collaboration should strive to put in place in order to maximize its possibility of success. It can also serve as a diagnostic tool for collaborations that are off track.



But even if we fill in the boxes and ovals, there are no guarantees of success. Why not? The background for these shapes cannot be ignored. The background is the environment in which the collaboration functions: the problem domain; the political environment; the economic climate, etc. And when the environment in which a collaborative functions changes, it too must change and adapt to the new circumstances.

### Lesson Summaries

With this background in mind, here are some of the lessons learned in the study of three of Multnomah County's collaborations. These lessons are summarized below:

### Lessons in Language and Meaning

- **Define collaboration:** "Collaboration" means different things to different people. When embarking upon a "collaboration," be clear about function and structure to avoid confusion and unmet expectations.
- **Clarify expectations:** Using the word "collaboration" seems to create an expectation that joint, interest based problem solving will be used to make all decisions. This is rarely the case in practice. Potential collaborative partners should explore this expectation and agree in advance on what issues, if any, are suitable for this kind of process.
- **Understand interests:** From the perspective of the not-for-profit partners, collaboration with other non-profits is one strategy to respond to a perceived lack of power in negotiations with government. Government agencies like the County Department must decide whether to support or resist intra-provider collaboration.
- **Understand benefits of collaboration:** Both not-for-profit and government partners should be clear on *why* collaboration is an appropriate and positive tool of social action.

Reliance on pragmatic rationales — it produces better outcomes or a stable source of funding — is not sufficient, because it is impossible to prove that collaboration was better and more efficient than all other possible courses of action.

#### The "How" of Collaboration: Lessons in Structure and Conflict

- **Establish a structure:** The need for formal structure appears to be positively correlated with (1) the complexity of the problem to be solved; (2) the unfamiliarity of the participants and their work; and (3) the interdependence of the partners in producing the joint outcome. Every collaboration needs some structure: the trick is to have just enough to support the venture, but not so much that it interferes with the work to be accomplished.
- **Establish a structure upfront:** Investing in structure at the outset of the venture is well worth the effort. This investment can take the form of an open discussion in which partners try to predict what kinds of decisions and problems may arise, and reflect on how they want these issues to be resolved. At the same time, all structure is necessarily provisional; the collaborative partners need the authority to adapt structures to changing circumstances.
- **Lead agency can be a mediator:** A lead non-profit agency can act as a mediator to help create collaborative value. Structurally, using an agency in this role overcomes some of the difficulties identified both in the literature and by the participants in government/not-for-profit collaborations. Collaborations using this approach should develop mechanisms for identifying and resolving "role confusion" by the lead agency.
- **Respect is key:** The elements of successful collaboration evident in our study are: common vision; clarity of roles and responsibilities; healthy communication pathways; effective problem solving, and respect. Conflicts in any of these areas often appear to be expressed as issues of "respect," illustrating how interconnected the elements really are. When problems arise, it may be necessary to address, directly, issues of respect.
- **Talk about accountability:** Accountability is critically important but clarity about accountability is hard to achieve. Each partner brings to the table its own internal definition of accountability, but these definitions are seldom shared among all partners. Each partner needs to discuss its experience of and expectations for the four different kinds of accountability: administrative, process, mission and political. Then, a common understanding of the types of accountability desired, and modes of attaining them, can be developed among the partners.
- **Decide how to hold each other accountable:** In order to create mutually agreed upon expectations of accountability, the partners must tease out the various pathways of accountability: the accountability they have to each other; the collaboration's accountability as a whole; and the accountability of each participant in the collaborative venture to his or her partner organization. Only then can they create mutual expectations that are likely to be met.
- **Problems with accountability are predictable, not personal:** Conflict over questions of accountability is a result

of the structural differences between the partners and is predictable and inevitable. These problems are not about personalities, operational glitches, or communication difficulties. Instead of viewing this type of conflict as a negative event, the partners should expect such conflict as a matter of course and deal with it appropriately. It strengthens the collaboration because it is evidence of the differences between the partners — the very source of their strengths. But doing so requires a great deal of effort in defining accountability, learning about each others' accountability landscapes, and explicitly negotiating accountability issues to satisfy all partners.

• **Face financial realities:** Two economic structural issues threaten collaborative activity between the government and not-for-profit sectors. First, wage and resource equity must be addressed if participants from these sectors are to work side-by-side. Second, traditional RFP processes may not be suitable for all collaborative ventures. The more complex the problem, and the more interdependent the partners, the more joint effort is needed at the outset to plan for services, design programs, and create RFPs. Within legal constraints, the County Department needs a process that will involve joint planning with its partners for service delivery as well as RFP design for complex problems.

#### Conclusion

In studying these three collaborations, we learned that while each effort was unique, all three shared a number of common characteristics and challenges. These led to the lessons above, which can — and are — being used to structure new collaborative ventures by the County Department and the nonprofit partners involved.

#### End Notes

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## THESE ARE OUR KIDS: LESSONS LEARNED FROM TEN YEARS OF JUVENILE DETENTION REFORM IN MULTNOMAH COUNTY

by

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Multnomah County, Oregon

Everyday, thousands of youth are brought to juvenile detention centers nationwide with cases similar to the one described below:

*Maria Sanchez is a 15-year-old girl who comes from a single-parent home with a mother who has a history of alcohol abuse and of choosing abusive partners. At age 12, Maria began to develop gang associations and she displays numerous gang tattoos.*

*Maria was recently in a fight with another girl at school, who is affiliated with a rival gang and who has been seen with Maria's (adult) boyfriend. She was charged with Robbery III (class C felony), Assault IV (class A misdemeanor), Possession of a Controlled Substance II (class C felony) and Carrying a Concealed Weapon (CCW, class B misdemeanor). The drug and CCW charges resulted from the police finding a small amount of cocaine and a 7" hunting knife in the backpack Maria took from the other girl in the fight.*

*Maria has had limited prior juvenile court contact and has neither been on probation nor has any delinquency court appearances. She has had no prior expulsions from school.*

More often than not, youth like Maria are held in secure detention to await adjudication. At the same time, nearly two-thirds of the youth held alongside girls and boys like Maria are charged with non-violent offenses, and a third of those are being held for status offenses (truancy or running away) or probation violations.

In most communities "doing what is right" would dictate locking Maria up in a secure detention facility. But is this the wisest course of action? Is it the best decision for the child or the community? Is it the most efficient use of limited public safety resources? What would happen to Maria in your community?

A ten-year partnership between the Annie E. Casey Foundation and three jurisdictions — Multnomah County, Oregon, Cook County, Illinois and Santa Cruz, California — has shown that detention is not the only option for Maria and youth like her. Through a series of reforms and collaborative local effort, Multnomah County's (Oregon) Department of Community Justice (working with judges, prosecutors, police and defense attorneys) has demonstrated that there are ways to ensure public safety, offender accountability and the supervision of youth without an over-reliance on secure detention.

- From 1993 to 2002, the average daily population of youth detained at the Donald E. Long Juvenile Justice Center declined by 66% (from 96 to 33 youth).
- During the time that these reforms took place, juvenile criminal referrals have declined 38% in Multnomah County. Juvenile recidivism is also down 3% since 1993. Overall,

approximately 37% fewer youth enter the county juvenile justice system than did a decade ago.

We have also been able to make the system fairer for minority youth, who in the past had been detained at disproportionate rates.

- In 1996, youth of color were a third more likely to be detained as white youth — for the past four years, youth of all ethnicities have been detained in Multnomah County at virtually identical rates.

#### Re-thinking Detention

In the past, many children in Multnomah County (with less serious charges than Maria) were automatically detained, resulting in the over-reliance on detention, which is the most expensive way to assure public safety. This policy — or lack of a clear policy — regarding the appropriate use of detention, resulted in the detention of children who have high needs over those who are actually a high risk to public safety. As in many other communities, many were children of color, resulting in a serious minority over-representation problem.

Today, however, Maria has a much better chance of being released or placed in a detention alternative — based on an objective assessment of the risk she poses — than she does of being held in detention. And as significant, her chances of being detained are no greater than any youth of any other ethnicity.

So, what happened in Multnomah County to change the philosophical mood for the county decision makers? How is it that fewer children detained could lead to fewer juvenile referrals and lower recidivism? The following history highlights some of the changes made — and lessons learned — that have resulted through ten years of hard work by local elected officials, Juvenile Department staff, the District Attorney, defense bar, police chiefs, human services officials, schools, and child welfare agencies in Multnomah County.

In 1994, juvenile crime was peaking in the Portland area. Like in many other jurisdictions, a few high visibility juvenile cases had driven an increasingly negative public view of juveniles. The media and politicians were focusing on the "demonization of youth" and other negative community views. Multnomah County's challenge was to engage decision-makers in the creation of a new public safety model. This model was independent of the then-current media blitz and propaganda. At the time, those seeking reform in the juvenile justice system were viewed as being "soft" on crime. Thus, it was a challenge to convince stakeholders that reform would result in a decrease in juvenile crime in the long run, while continuing to assure the public of its safety.

### Reforming Detention: Collaboration is Key

In order to accomplish their goal, reform advocates sat down together and met regularly for one year. Led by Multnomah County Chair Beverly Stein (the County's chief executive officer), the group included approximately 40 representatives from the minority communities and elected officials, stakeholders whose support was critical to the success of any reforms (county commissioners, juvenile justice officials, judges, prosecutors, defenders, school administrators, etc.). Support from the Annie E. Casey Foundation helped Multnomah County learn from the expertise of other jurisdictions, and distinguish between the myths and realities of detention reform.

Together, this group concluded that the juvenile justice system needed to distinguish between high-risk youth and high-need youth.

- High-risk youth are those liable to re-offend or not appear for their court appearances.
- High-need youth might be those with special mental health or physical health issues; the practice of using secure detention as a substitute for treatment interventions was not appropriate and there were more effective ways to address the needs of these juveniles.

As a result, these stakeholders and policy-makers decided that the most effective use of secure detention was to hold high-risk youth and *not* high-need youth. Arriving at this decision together, stakeholders from all parts of county government and the community felt confident that juvenile detention reform was a viable solution to current problems with detention overcrowding and the supervision of repeat offenders.

This higher level, philosophical collaboration also paved the way for an increasingly close working relationship among the stakeholders who are responsible for implementing and sustaining detention reform on a daily basis.

This collaboration was a critical part of detention reform's success in Multnomah County. Many of the decisions made by county juvenile officials have significant effects on the youth, system partners and the community. By involving judges, prosecutors, the defense bar, elected officials and others, DCJ was able to:

- Gain the support and the operational involvement of these stakeholders in the detention reform process.
- Ensure that the department's efforts to incorporate risk assessment into juvenile detention and case management decisions, was consistent with community values, norms and public safety priorities — which in turn lent further support to DCJ's reforms.
- Improve the efficiency of resource allocations and the quality of policy analysis and decision-making because priorities were clearly determined, jointly held and informed by shared data.

In this way, collaboration was not necessarily an end in itself, but a catalyst that made the reform effort possible.

### Making Informed Decisions: the Value of Data

Leaders and staff began to understand the need to rely on past data to formulate decisions. This, of course, is central to the idea

of objective decision-making, which is one of the mainstays of the County's Juvenile Detention Reform Initiative. In order to develop the objective youth assessment tools necessary for successful reform, a broad group of providers, judiciary, referees, administration, and staff met weekly for over a year. Their task was to create a risk assessment instrument — based on research — that reflected both the community's values and the new philosophy and policies adopted by Multnomah County.

A change in philosophy might have been the most important piece to starting the reform initiative, but the development of objective criteria was the most difficult piece because it often demanded that individuals relinquish the power and control to which they had been accustomed. For instance, the county created a new position, the Preliminary Placement Coordinator, who is responsible for gathering information about a youth and coordinating multi-disciplinary case conferences to determine whether a youth should be detained through his or her court proceedings. This new position assumed some of the responsibilities and power juvenile probation officers had exercised in the past. Although this decision gave youth fairer, more thorough treatment and representation during Preliminary Hearings, some juvenile probation officers felt as though this challenged their authority and restricted some of their decisions.

### Seeing with an Unbiased Eye: Using an Objective Risk Assessment Instrument (RAI)

To ensure that youth who entered the system were viewed objectively according to their risk to the community or their risk of flight, Multnomah County developed the Risk Assessment Instrument (RAI). This tool weighs and scores factors such as a youth's instant offense, criminal history, prior warrants, mitigating/aggravating factors (school attendance, employment, lack of prior law violations, probation history, community ties, runaways, etc.). Based on a youth's score, he or she could be held in detention to await a preliminary hearing or be released. Some special conditions can result in a youth being held, despite a contraindicative RAI score. Detention workers are also permitted to override the RAI.

The significance of the RAI is that an objective tool drives detention decisions, instead of the subjective evaluation of a detention worker or juvenile court counselor. While DCJ's detention staff and court counselors are skilled and experienced professionals, these qualities do not ensure objectivity in all cases, or consistency across the system — two desired outcomes the RAI has helped institute. Since its inception, the use of the RAI has coincided with significant drops in detentions and in the disproportionate percentages of minority youth who are held.

Each jurisdiction must create tools which are appropriate for its unique situation, taking into account the current system, political climate, agency support, etc. For example, Multnomah County used other risk assessment instruments for initial guidance, but committees then modified existing risk assessment instruments (RAI) to fit the County's reform goals. In the case of Multnomah County, the philosophy was thought of as a "gate" erected at the Detention Intake Team. A "gatekeeper" was then installed, which is the Detention Intake Team. Finally, the RAI acts as the "key" to the gate for admittance. Of course, in the Multnomah County system, the "key" is flexible to a certain extent. Even after all of the development, there is always the option to *override* the RAI, since there are still youth whose RAI scores might not reflect other risk factors that would warrant detaining the youth.

Yet the RAI is still a tool that needs to be deployed accurately and consistently. The collaborative needs to monitor detention use and overrides to ensure that the tool is used appropriately and that it is sorting the "right" kids into detention.

### Investing in Alternatives: Building Community Alternatives to Detention

As these reforms proceeded, it became clear to county juvenile justice officials and other partners that the county needed to establish a continuum of appropriate alternative placements if youth were to be housed somewhere other than detention. The RAI assessed the risks of failing to appear for Preliminary Hearings and of endangering self or the community. Therefore, detention alternatives needed to address the varying degrees of supervision called for by the different levels of risk and need of each youth placed in the community.

The Juvenile Community Justice Department and community-based providers have developed and implemented working agreements which assure timely access to alternatives to detention at two decision points in the system — at the time of detention intake and at the time of the preliminary hearing. Each program serves a fairly unique population and requires a specific admissions screening and placement process.

- The **community alternatives shelter care** program with a local non-profit human services program provides youth with the least restrictive environment in which to await their Preliminary Hearings. Foster families who are willing to give youth a temporary home and who are willing to take on the responsibility of making sure that the youth return to court for Preliminary Hearings are contacted through the agency.
- On rare occasions, a youth may be placed into **staff secure shelter** at the point of intake. The Staff Secure Shelter Program provides the most restrictive form of *shelter* care available, in that youth assigned there are supervised 24 hours a day. Staff members watch over youth at all times to ensure that they do not run away or cause any harm to themselves or others. The target population served in this detention alternative consists of both boys and girls between ages 12 to 18 who have been charged with offenses that are detainable by statute. This could include a law violation and/or parole violation charge.
- A twenty-four hour/seven day a week **Reception Center** targets homeless and other non-detainable youth. This program (at a location separate from detention) provides social services and other assistance to runaways, homeless youth and youth charged with status offenses. In addition to addressing the needs of these children, the program keeps high-need youth out of contact with high-risk youth who could have a negative influence on them if they were confined together in detention.
- A **day reporting center** where youth who have violated their probation receive skill building and supervision, as an alternative to a detention sanction.
- **Community detention** as an alternative to the use of detention, where youth receive structured supervision in either a culturally appropriate setting.

### Sustaining Success

Multnomah County's detention reform effort has been a dramatic success. Since 1994:

- Admissions to Multnomah County's juvenile detention facility have dropped from 2,915 youth held per year to 348.
- Average length of time for processing a case has been reduced from 160 days to 92.
- Average daily number of youth of color held in detention has been reduced from 70 to 9.

As a result of these efficiencies, The Juvenile Department has been able to close three 16-bed secure detention units and reinvest resources in needed intervention and treatment services for probation youth. All of this has been accomplished without a detrimental impact to public safety.

Currently, the Multnomah County story is showcased as a national model, complete with a faculty of practitioners and a curriculum, which includes a unique web site for access by other counties around the nation in preparation for their visits to Portland. Over the last several years, Multnomah County has hosted hundreds of visitors from dozens of jurisdictions and has presented at major national conferences, which focus on system reform. Yet, the challenge remains for Multnomah County to sustain its reform success. Budget cuts have devastated state and local services in Oregon, jeopardizing the funding streams that make detention alternatives and services to youth possible. In addition, as a reform effort ages, staff turnover affects the understanding that staff, decision makers and stakeholders have about the impetus for the reforms and their need to maintain a commitment to continuing them. Despite these challenges, all the partners in Multnomah County's success remain proud of what can now more truly be called a juvenile *justice* system: one that is marked by fairness, data-driven decision making, improved public safety outcomes, and greater effectiveness in addressing the needs of troubled youth.

### Additional Resources

For further information, see the following websites:

Multnomah County Department of Community Justice

[www.co.multnomah.or.us/dcj/jcjdetrreform.shtml](http://www.co.multnomah.or.us/dcj/jcjdetrreform.shtml)

[www.co.multnomah.or.us/dcj/evaluation.shtml](http://www.co.multnomah.or.us/dcj/evaluation.shtml)

Annie E. Casey Foundation, Juvenile Detention Alternatives Initiative [www.aecf.org/initiatives/jdai/](http://www.aecf.org/initiatives/jdai/)

## INCORPORATING "WHAT WORKS" INTO PRE-SENTENCE INVESTIGATIONS

by

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### Overview

Multnomah County (Oregon) Department of Community Justice (DCJ) has undergone a major departmental re-design that incorporates "What Works" principles (Latessa, 2002) into all areas of the department's probation and parole practice.

The Pre-sentence Investigation Unit, as part of its role within the "What Works Initiative," has recently begun to respond to requests from the courts that pre-sentence investigations (PSIs) include an analysis of what would most likely work to reduce a defendant's involvement in criminal behavior in the future.

To answer this question, DCJ's Pre-sentence Investigation Unit now includes information about an offender's:

- "Stage of Change"
- Criminogenic risk factors
- Predominant needs

We consider the factors in light of current literature, state and local research, and a "sentencing support analysis" from local database (DSS-I) that includes data obtained from several different local criminal justice database systems. We then make a sentencing recommendation designed to provide an appropriate correctional intervention and support.

### Stages of Change

The officer determines the defendant's stage of change and includes a brief statement in the rationale section of the pre-sentence report. The stages of change (Parks, 2003) are:

- **Pre-contemplation:** no problem recognition.
- **Contemplation:** problem recognition, concern about the problem, but ambivalence about change.
- **Preparation:** problem recognition and concern as well as resolve to change and cooperation with making change plans.
- **Action:** the offender has entered into, continued, and adhered to a specific change strategy designed to reduce his or her changes of recidivism.
- **Maintenance:** significant changes in the offender's attitudes and behaviors have occurred which the offender is trying to continue.
- **Recurrence, Re-offense, Recidivism, or Relapse:** the offender re-offends — technical violation of supervision, minor facility infraction, minor offense; or a relapse in which a major offense, a major infraction of facility rules or a series of crimes were committed or a criminal lifestyle was reinstated.

### Criminogenic Risk Factors

The next step is to identify the criminogenic factors associated with the defendant. The officer writing the report includes these factors in the rationale section of the report. The factors include:

- Anti-social attitudes
- Pro-criminal attitudes, values, beliefs and cognitive-emotional states
- Pro-criminal associates and isolation from pro-social support
- Temperament/ personality factors
- History of criminal behavior
- Family factors
- Low levels of personal education, vocational or financial achievement and, in particular, unstable employment
- Substance abuse (drugs, drinking)

### Needs Assessment

The third step is to identify the *high* needs of the defendant using the Department's "Offender Needs Assessment Form" as a guide. The need categories include: physical health; mental health; housing; education; employment; financial; alcohol and drug use (addiction); attitudes/ values; companions; family; and leisure/ recreation. The PSI writer discusses each of these need areas throughout the body of the report and in the rationale section.

### What Works Analysis

The pre-sentence officer utilizes current research and literature on best practices to support his or her recommendation to the Court. This recommendation takes into account an offender's identified risk factors, needs and the stage of change he or she is in. Specific programming recommendations take into consideration that the most effective programs use a cognitive/behavioral approach and have certain characteristics, including:

- Clinical practices that target crime producing behavior
- Structured relapse prevention and aftercare
- Qualified staff and
- A length of stay of at least ninety days.

### Practical Approach

Does the research alone dictate what the sentence recommendation will be?

No. You have to weigh a number of considerations. Maybe it is not practical that the defendant will participate in community programming based on stability factors and prior community supervision failures. Perhaps a more structured environment is necessary, given that residential substance abuse treatment is effective in reducing criminal activities of offenders. Certainly, incapacitating offenders who are committing crimes at high rates is effective in reducing crimes in the community. Mandatory sentences and community safety issues may dictate an incarcerative term — however, a period of incarceration will ideally offer an opportunity to address an offender's needs.

By incorporating these elements into our pre-sentence reports, we have been able to meet the needs of the courts, provide a framework for correctional workers or parole and probation officers to

build upon in their supervision of the defendant, and formalize the use of evidence-based practice principles in our sentencing and corrections practices.

### End Notes

Latessa, Edward J. "Staff Training: What Works in Correctional Intervention," Multnomah County Department of Community Justice, October 3, 2002.

Parks, George A. "Skills Training Workshop: Motivational Interviewing with Offenders," Multnomah County Department of Community Justice, May 21-22, 2003.

## NAPE MEMBERS' WEB SITES

Earlier this year NAPE members were asked to send links of their web sites for dissemination through *Executive Exchange*. Some of the agency and corporate member web sites from across the United States are provided below:

- San Diego County Probation Department (California)  
[www.sdcounty.ca.gov/probation/probation\\_home.html](http://www.sdcounty.ca.gov/probation/probation_home.html)
- 1st Judicial District Department of Correctional Services (Iowa)  
[www.cedarnet.org/dcs1jd](http://www.cedarnet.org/dcs1jd)
- Bucks County Adult Probation and Parole Department (Pennsylvania)  
[www.buckscounty.org/departments/probation/index.htm](http://www.buckscounty.org/departments/probation/index.htm)
- Williamson County Adult Probation Department (Texas)  
[www.adultprobation.net](http://www.adultprobation.net)
- Multnomah County Department of Community Justice (Oregon)  
[www.co.multnomah.or.us/dcj](http://www.co.multnomah.or.us/dcj)
- Delaware County Intensive Supervision Adult Probation (Ohio)  
[www.co.delaware.oh.us/isp](http://www.co.delaware.oh.us/isp)
- Yavapai County Adult Probation Department (Arizona)  
[www.co.yavapai.az.us/departments/adp/adphome.asp](http://www.co.yavapai.az.us/departments/adp/adphome.asp)
- Board of Probation and Parole (Pennsylvania)  
[www.pbpp.state.pa.us](http://www.pbpp.state.pa.us)
- Tarrant County Juvenile Services (Texas)  
[www.tarrantcounty.com/juvenile/site/default.asp](http://www.tarrantcounty.com/juvenile/site/default.asp)
- MedTox Scientific  
[www.medtox.com](http://www.medtox.com)
- Corrections Software Corporation  
[www.correctionssoftware.com](http://www.correctionssoftware.com)

As more web site addresses are submitted to the secretariat, they will be provided to the membership. Information concerning web sites may be emailed to [drbeto@shsu.edu](mailto:drbeto@shsu.edu).

## PROBATION 2004 CONFERENCE: A CHANGE IN DIRECTION

by

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Over 500 community and institutional corrections practitioners, academics and researchers, court officials, and representatives of volunteer organizations interested in the delivery of probation services convened at the Queen Elizabeth II Conference Centre in London, England, on January 28-30, 2004, to attend the Probation 2004 Conference. The theme of the conference, sponsored by the National Probation Service for England and Wales, was "Reducing Re-offending and Cutting Crime."

Delegates to this international conference, representing some 39 countries, heard speakers from the United Kingdom, Canada, Malawi, New Zealand, South Africa, United States, Belgium, Portugal, Japan, France, Czech Republic, Germany, and Brazil. Topics dealt with risk and dangerousness, radical alternatives to prison, restorative justice, social inclusion, performance based programs, and program development.

During the conference innovation and best practice work around the world were honored with the presentation of the International Community Justice Awards. These awards were presented by Her Royal Highness the Princess Royal and Eithne Wallis, Director General of the National Probation Service for England and Wales, to nine individuals and ten organizations.

Individual awards were presented to: Ntsikeng Qhubu, Director of the Probation Service of Lesotho; Anne Haynes, Director of the Cornwall Domestic Violence Forum (UK); Anita Taylor of the Nottinghamshire Probation Area (UK); Katalin Gonczol, Ministerial Commissioner for Criminal Policy in Hungary; Sandra McFarlane of the Greater Manchester Probation Area (UK); Ingrid McCold, Regional Director of Prison and Probation Initiatives, HMP Bristol (UK); Ilona Kronberga of the Latvia Probation Service; Chris Marshall, an academic theologian from New Zealand; and Rachel Martin, Domestic Violence Coordinator for Devon (UK).

Organizations receiving awards included: the Probation Service of the Kanton of Zurich, Switzerland; Corrections Victoria of Melbourne, Australia; Denmark Department of Prisons and Probation; Ancestral Trek Project of Sydney, Australia; Merseyside Black Mentoring Scheme (UK); IMPACT (Inclusive Model Partnership Against Car Theft) of Belfast, Northern Ireland; the Early Intervention Project of St. Mary's Hospital of Portsmouth (UK); the Tower Project of Blackpool (UK); Regional Fund IGA of Bulgaria; and the Probation Service of Estonia.

Perhaps the most startling news revealed during the conference was the consolidation of the probation service and the prison service in the United Kingdom and the creation of the National Offender Management Service (NOMS). Eithne Wallis, Director General of the National Probation Service for England and Wales, and Paul Coggins, Minister for Correctional Services, each provided an overview of the successes of the National Probation Service during its short life and shared with those in attendance their perspectives on the organizational restructuring.

### Eithne Wallis Director General National Probation Service for England and Wales

How nice it is to be able to start a speech with the word "Congratulations." In April 2001 we launched the National Probation Service for England and Wales with a set of very tough targets for the organisation to achieve. I am delighted to report that, 1000 days later, we have delivered on those targets overall. That success is due to the efforts and hard work of staff at all levels of the organisation. So well done.

I would like to outline some of those achievements by probation staff in England and Wales and at the same time show how those advances are relevant to our partner agencies, many of whom have contributed to our achievements, and to our colleagues from overseas who are here today.

The great strides forward by the National Probation Service have made us an organisation that is highly regarded by criminal justice agencies around the world which seek to follow many of our practices. Many of you are already working with us, and it is heartening to note that in countries as geographically far apart as the USA, Australia, the Netherlands, Estonia, Britain and South Africa there is the same emphasis on keen risk assessment, interventions which work, protecting the public, and raising public confidence in the service.

I also want to look forward to the new National Offender Management Service (NOMS), which will build on the firm foundation of our achievements, and to the critical transition phase which we are now embarking on. Publication of *A New Choreography* in 2001 set out the three-year strategic plan for the national service. It involved an integrated approach to offender management and one which put the goal of a safer society, with fewer crimes and fewer victims, at the heart of our work. Brave words. But words are the easy part. The challenge is to convert them into actions and results and then prove that the results are sound and sustainable.

It seems amazing now that in 1998 — barely six years ago — we didn't know whether the undoubtedly hard work of probation staff was being channelled in the right directions and was actually working in reducing re-offending. Since then we have invested heavily in research to confirm that what we do works effectively, to learn, and to change our practice with offenders and victims accordingly.

Our target for 2004 was to reduce re-offending by 5%. We are on course. The latest statistics — published in October 2002 — show that reconviction of those serving a community penalty had fallen by 3.1%. And two types of intervention — the community punishment order (formerly community service) and the community rehabilitation order (formerly a probation order) with a condition for an offender to undertake a specific activity — achieved a reduction of 4.9%.

Those are overall figures and they are very pleasing. Within those figures I would like to highlight work done to address one specific group of offenders. Research suggests that half of all crime in this country is committed by 10% of all offenders — a group of about 100,000 persistent offenders. Many are Class A drug users. Their offences are usually burglary, theft, and car crime. They are a nuisance to their communities and create a lot of victims and repeat victims.

In partnership with local authorities, the police, the prison service, drug agencies, and others we are tackling these persistent offenders. One scheme in Bristol has seen burglary drop by 43% and car crime by 29%. In a sample eight-month period 13 offenders released into the community were shown to have reduced their offending by an estimated 1,200 crimes. That meant a saving of around £2 million for the people of Bristol and potentially 1,200 fewer victims. Tomorrow you will hear of a similar partnership scheme in Blackpool which is one of our international community justice award finalists.

One of the cornerstones of the national service has been the proper enforcement of court orders and prison licences. We have to be honest and admit that this was one area of our work which did not stand up to scrutiny. We were not fast enough and tough enough in enforcing orders and it contributed to a drop in confidence in the service by sentencers and a public belief that probation was a soft option which allowed offenders to get away with crime.

I am very pleased to report that this is an area where we have made great strides forward — so much so that in a recent survey eight out of ten magistrates agreed that we were effective in enforcing community sentences.

One of the jewels in our crown — and in the Prison Service crown as well — has been our joint development of the offender assessment system known as OASys. This comprehensive risk and needs assessment tool has now been rolled out across the country in paper form. And the roll-out of the newer electronic version — eOASys — is almost complete. This system has excited an unprecedented amount of interest from overseas services, particularly in other parts of Europe, who are looking to adapt it to the specific criminogenic and cultural needs of their own offending population.

In all communities there is a group of offenders who are considered to be the most dangerous, whose offences leave their victims traumatised and in many cases scarred for life. They include sexual and violent offenders. It is mercifully a small group of offenders but one which consumes a large amount of police and probation resources and one which causes the most alarm to the public.

I believe that the Multi-Agency Public Protection Arrangements (MAPPA) which we have had in place since April 2001 are world class in the way they manage these offenders. MAPPA placed a statutory responsibility on police and probation to work together to manage these critical few offenders. Early indications are that this work ensures much closer supervision of offenders and is having a positive impact on reducing re-offending among some of the highest risk offenders.

In eight areas we have piloted the involvement of lay people in the statutory review of the operation of the MAPPA. This has had a two-way benefit. It has ensured better public understanding of our work and has also given a voice to communities' understandable concerns about the management of sexual and violent offenders in their midst. I am pleased also that the Prison Service will become a partner with police and probation colleagues and that the involvement of other agencies is to be placed on a statutory footing.

Many of the highest-risk offenders live in approved premises, formerly known as hostels, managed by the probation service or by the voluntary sector. These allow round-the-clock management of offenders with focused supervision and programmes. They are critical to the safe management of some of our highest risk offenders and it is a tribute to hostel staff and their partners in the police and other agencies that there are very few incidents.

Later this year we will have the results of a two-year pilot programme to establish what makes an effective hostel. This pilot is an international first. There has never been a research project of this size and scope on residential work with offenders undertaken in the criminal justice world. It has been the design of a whole environment and regime, a residential one at that, rather than a single programme or system.

At the heart of our work is concern for society and victims. Three years ago we were given the statutory duty to offer contact to victims of sexual and other violent crimes where the offender had been given a jail sentence of at least 12 months. The proportion of victims contacted within eight weeks of sentencing has risen from 30% in 2000 to 90% in the first quarter of 2003-04. I am proud of this achievement. This work provides essential support to people who have been deeply traumatised by crime. It builds their confidence in the criminal justice system. And they in turn provide valuable intelligence to the MAPPA and the Parole Board.

The accredited offending behaviour programmes we have introduced are well known. They have been designed to challenge offences such as domestic violence, sex offending, substance misuse and drink-impaired driving. This year we introduced two new programmes. The Intensive Control and Change Programme is targeted at offenders aged between 18 and 20 who are at risk of custody. It aims to cut the use of jail sentences of less than 12 months.

Enhanced Community Punishment will provide 25,000 new offenders with a powerful package of punishment, reparation, and training to boost their chances of finding employment and staying away from crime as a way of life.

The Drug Treatment and Testing Order introduced nationally in October 2000 is making inroads into drug misuse which is linked to as much as 55% of acquisitive crime. We are not there yet. Drugs have such an influence over people that completion rates are not as high as we would like. What research has shown so far is that of those offenders who drop out of the programme, 91% are reconvicted. For those who do complete, the rate drops to 53%. The order does make a difference and will evolve in an area where once you could have said "Nothing works."

These are just some of the achievements of the last 1,000 days. As I continue to speak in such glowing terms of our work I can sense many people thinking: "If it's so good, why are we changing it?"

Three weeks ago the government published the Correctional Services Review. The Prisons and Probation Minister, Paul Goggins, will outline the outcome of the review and the government's response to it later today. The major change for us is the integration of community and custodial services into one National Offender Management Service (NOMS) to provide end-to-end management of offenders.

Offender managers — largely probation officers — will manage offenders from their entry into the criminal justice system to their exit, in a planned way, that is individually tailored to their criminogenic needs.

They will advise sentencers in individual cases and determine which programmes and interventions the offenders receive both in custody and in the community, thus ensuring that no-one falls between the two halves of the system.

Because we have made such great strides forward as a national service the government believes we have the right skills and attitude for improvement if we integrate our practice further with custodial services, and I believe that the changes recommended in the Correctional Services Review genuinely contain this potential. I have asked probation staff to rise to the challenge and I know that they will do so.

The creation of the National Offender Management Service will provide many more opportunities for staff. The end-to-end, systematic management of the offender emphasises the important part communities play in that process. Crimes are committed in the community, it is the community which suffers from crime and which deserves reparation and it is to the community that the offender returns.

The offender manager will be in the community managing the offender from the community. The offender manager will specify what happens, both in the custodial and community elements of the sentence based on OASys assessments. It is a very substantial role and one which offers a great opportunity to probation staff, enhancing and stretching their skills further.

Yes, there will be changes in working practices and big challenges for us. There is an emphasis on contestability, the requirement that the service we deliver to offenders must be opened up to competition. This is probably one of the biggest changes for probation staff. But it builds, quite rightly, on the added value that the voluntary, not

for profit and private sectors already bring in providing capacity, specialism, innovation, and preparedness to take risks. All public sector organisations must demonstrate value for money and we can be no different.

I would now like to say a little about my own role. The Home Secretary has asked me to lead the team that takes the Correctional Services Review and turns it into a reality. In accepting the position, I have made a personal commitment to these changes and to making them work. We will take the National Probation Service, our prisons, and the potential that is out there from many others and build a fine, effective service.

So this conference is my last duty as Director General of the National Probation Service. I take up my new role on Monday. I have already started to create a transition team and our work will begin immediately.

Five core values will underpin our work. There will be transparency and openness, with communication a critical function. We will consult with all stakeholder groups, but the process of change will be fast moving. We will be fair and even handed. We will take a problem solving approach. And we will celebrate the diversity which is such a strength of our current service.

In the meantime the job still goes on. Staff will continue to work with around 200,000 offenders and 50,000 victims every day. At times of change it is very easy to lose focus, to take our eyes off the ball. We cannot let that happen or we will sacrifice the great gains we have made. The National Probation Service plan for the next year — bold steps — anticipates some of the developments contained in the Correctional Services Review and the 2003 Criminal Justice Act. For example, a national offender management model will become available during the year to complement our national offender assessment system. We will need to pay more attention to the procurement of services from a commissioning perspective.

Our relationship with sentencers will be at a premium as we change our engagement with lower risk offenders and court reporting arrangements.

It is envisaged that by 2007 we will be handling 240,000 offenders, which will mean a major expansion in capacity. Risk assessment and an excellent range of interventions are in place. High quality offender management is now needed to bind those elements together effectively. As well as continuing to meet the targets on enforcement we need to turn our attention to compliance. Research has shown that offenders who complete programmes and orders are much less likely to re-offend. And we want staff to spend more time on changing offenders' behaviour and less on pursuing breach actions.

In terms of programmes, the main focus will be on reviewing and refining our offending behaviour programmes and ensuring through the way they are delivered that they achieve the maximum impact and maximise the number of completions.

I note that three of the finalists for international community justice awards are involved in developing domestic violence programmes. This is a key area of work. The government has introduced a Domestic Violence Bill which will improve the delivery of services and support to those affected by domestic violence.

The Probation Service across the world has welcomed the opportunities offered by electronic monitoring. Since 1998 in this country over 135,000 offenders have been tagged and monitored. We are continuing to explore further avenues to improve public protection.

During the next year we will be piloting offender tracking using global positioning systems (GPS) and also mobile phone (GSM) and radio frequency (RF) systems. We are currently engaged in work to define the offenders to be tracked and the precise specification of the pilots.

I began this presentation by congratulating my staff in the National Probation Service for their achievements. You have much to be proud of. I would like to close by wishing you all well as we face the challenges, changes, and opportunities ahead. I believe that NOMS will be a big hitter and you will play a key role in it.

There is a tendency to see change as a threat. I think the change we are about to implement is a wonderful opportunity for us all.

Thank you and enjoy the rest of the conference.

**Paul Goggins**  
**Minister for Correctional Services**  
**England and Wales**

*The Minister followed two performances by a women's theatre group. Clean Break, who staged a mock trial of the Criminal Justice Service's treatment of women. After prosecution and defence arguments, the audience was left to make its own mind up about the verdict.*

I am very pleased to be invited to speak at this unique conference, bringing together as it does probation professionals from around the world along with colleagues and partners from the other criminal justice agencies and the public and private sectors.

I feel I must start by responding to the powerful presentation by Clean Break theatre group. Without wishing to pre-empt your verdict, I must admit that many of the accusations made are true. The vast majority of offenders — about 83% — are men, and so the criminal justice service is naturally geared to responding to male offending. There is also clear evidence that courts are treating women offenders more harshly, particularly for less serious offences.

Between 1993 and 2001 the female prison population rose by 140% while the male prison population rose by 46%. Yet three-quarters of those women in prison were serving sentences of less than a year and in most cases less than six months.

These statistics and other factors related to women offenders are now being tackled through the Women's Offending Reduction Programme — an agreed plan of action with key stakeholders, including the National Probation Directorate, the Youth Justice Board, and the Prison Service. So I can assure you that the government shares your concerns and they are being addressed.

When the National Probation Service decided some 18 months ago to hold this international conference, no one could have predicted how timely it would be. It is being held at a time of unprecedented change for the Prison

and Probation Services in England and Wales in the way they manage offenders.

I am aware that people whose working practices are the subject of change often feel threatened by the process. They see the need for change as implied criticism. I can assure all of you that the changes which will be introduced in June and fully implemented over the next five years are not a criticism of the National Probation Service nor of the Prison Service. Indeed they have been made possible by and will build on the remarkable progress they have made in improving the performance of prison and community sentences in recent years.

The changes I am about to describe were contained in the Correctional Services Review which we published three weeks ago, so probation and prison staff here have had some time — albeit not very long — to digest the information. But, for the benefit of our colleagues from overseas, I will provide more detail about those changes as well as setting them into context.

In this country we currently spend £4 billion a year on prisons and probation. That is almost one billion more than we were spending six years ago. Funding of the National Probation Service has increased by 46% over the last six years and the number of staff is expected to rise to 19,000 by the end of this financial year.

Since it was formed nearly three years ago, the National Probation Service has made huge progress in key areas of performance. I am happy to endorse all the achievements which Eithne Wallis outlined earlier. The National Probation Service has much to be proud of.

Given the success of the Probation Service, which I may add has been matched by similar gains in the Prison Service, you may ask why change? Why fix it if it ain't broken? The answer is that we believe these gains are not enough. We believe that these two services can do even better and can deliver even better value for the £4 billion which we are currently investing in them.

The gains so far have been achieved with the two services operating separately. There are encouraging examples around the country of joint initiatives but our research shows that it is all too easy for offenders to fall between the two services. Rehabilitation work started in prison is not always continued in the community. Communication between the two services is patchy.

Our solution is to create a single National Offender Management Service (NOMS) with a principal focus of reducing crime. Its aims will be to punish, to reduce re-offending, and to protect the public. It will ensure the end-to-end management of offenders regardless of whether they have been given a community or custodial sentence. The first concrete steps have been taken. Martin Narey, the former Commissioner for Correctional Services, has been appointed as its Chief Executive. I am delighted that Eithne Wallis, the Director General of the Probation Service, will be Director of the Change Programme and she has already begun to build the team which will finish the new design for NOMS and implement it. She will set a fast pace.

NOMS will be responsible for improving the enforcement and credibility of community punishments so that prison is not the first option for less serious offenders ensuring that both custodial and community punishments

make offenders address their behaviour and offer a path away from crime, and raising educational standards among offenders in order to break the link between low educational attainment and criminality.

So what will make NOMS different? For one thing, it will be an offender-centred system. It will manage offenders as individuals within a single system which integrates both custodial and community elements of the same sentence. And we believe that this integration of prison and probation is best managed at a regional level where joint strategies can be developed with complementary services including health, education, and employment. We will shortly appoint ten regional offender managers who will source prison places, community supervision, and other interventions from the public, private, and voluntary sectors.

I have already referred to the large amount of money which the government invests in correctional services. We want to ensure that the public, which funds that investment, is getting value for money. That is why we are introducing contestability into the system. We want to encourage those with the skills, community connections, the technology or the capacity to innovate to compete to manage offenders in custody and in the community. As this market develops offender managers will be able to buy services from whatever sector based only on their cost effectiveness in reducing reoffending.

But managing offenders within the system is only half of the equation. The Correctional Services Review was also charged with looking at sentencing practices themselves in the context of a marked upward drift. There are now more offenders than ever in the system. In 1996, 85,000 offenders were imprisoned. By 2002 this had increased to 112,000. There was an even bigger growth in community sentences — from 133,000 to 186,000.

Yet there has been no real increase in the number of prosecutions. The same numbers of people are going through the courts. The main reason for this large growth in the use of prison and probation is the increased severity of sentencing.

Ten years ago only one in ten offenders on community punishment had no previous convictions. Now the figure is one in four. There are now fewer steps on the road to custody than there were ten years ago yet there is no evidence of the offending population being more criminal. Put simply, a minor offender today is treated much more harshly than ten years ago.

In the Crown Courts the use of custody has doubled in the last ten years. In the magistrates courts it has trebled. There is an over-use of custody for less serious offences. Yet all the evidence shows that a short prison sentence, which gives little or no opportunity to address the root causes of offending behaviour, is ineffective in reducing re-offending. A longer community penalty is always likely to be more effective.

If the upward drift in sentencing were allowed to continue we would be looking, by the end of the decade, at a prison population of 93,000 with around 300,000 on community sentences.

I am interested to see that one of the mini conferences which takes place tomorrow will look at restorative jus-

tice and that restorative justice initiatives feature very much in your International Community Justice Awards. One of the reforms to be introduced will be a renewed emphasis for less serious offenders on their paying back to their community for the crimes they have committed.

Sometimes this will be through the use of fixed penalty fines and sometimes through other forms of reparation such as unpaid work. Fines as a punishment have lost credibility in recent years because of poor collection rates. This is already being addressed by the Department for Constitutional Affairs. And one of the recommendations of the Correctional Services Review, which the government will be considering, is a proposal for a Day Fine where the penalty is set as a number of days multiplied by a cash amount related to the individual's ability to pay.

As many of our overseas delegates will be aware, this system is already used in other parts of Europe, with collections rates high, largely because nonpayment can result in a prison sentence equal to the number of unpaid days.

If courts could fine some of those offenders who now receive community sentences, which tie up probation officer time to very little real effect, then we would create more capacity in the community which could be used as an alternative to short-term sentences, reserving prison for the more serious offenders.

Let me emphasise, however, that this does not amount to the government going soft on crime. We are very clear that the most dangerous criminals will go to prison for as long as is necessary to protect the public. In the most serious cases that will be for longer than they have in the past. But we all know that sending a violent rapist or child sex offender to prison for a very long time is very different from sending a first-time thief to prison for six weeks.

The Correctional Services Review has coincided with the 2003 Criminal Justice Act. This Act creates several new and innovative sentences which will help create the unified case management process across prison and probation.

A single community sentence will replace all current adult community orders to allow the courts greater flexibility in tailoring sentences to individual needs. Inter-mittent custody, or weekend prison, which is now being piloted, aims to allow offenders to serve a prison sentence while still working and/or looking after families. Custody Plus — a combination of prison and community supervision — will replace current sentences of less than 12 months. Custody Minus is a new suspended prison sentence which requires the offender to undertake community penalties during the period of suspension.

Having these penalties available is essential but targeting them at the right people is absolutely crucial. The Act also creates a Sentencing Guidelines Council, chaired by the Lord Chief Justice, which will provide guidelines to the courts on the full range of criminal offences. We will be looking to the Council to deal with the upward drift in sentencing and to end the current regional disparities. It simply cannot be right that if you commit a common assault in Lancashire you have a one in fifty chance of custody, whilst in parts of London the chance is one in three.

The Sentencing Guidelines Council will need to pay attention to what is effective in terms of sentencing. In the past we have not given the courts enough feedback about what works in terms of sentencing. In the future it is essential that we do.

We have already started that process through the feedback built into Drug Treatment and Testing Orders. That kind of approach needs to be more widespread.

As I said earlier, one of the cornerstones of the new National Offender Management Service is contestability — our partnerships with the private, voluntary and "not for profit" sectors. I am pleased to see those sectors so well represented at this conference.

Offending behaviour cannot be dealt with in isolation. The contribution that the voluntary sector, for example, makes in terms of education, employment, mentoring, and resettlement makes a real difference to the lives of individual offenders.

One of the Home Office's key targets is to increase the level of voluntary and community activity by 5% over the next three years. In a healthy democracy this is a good thing in itself. But we also know that if we are to build the capacity we need and if we are able to engage positively and constructively with offenders, then the partnerships that are growing between the sectors are vital.

This also links into the government's civic renewal agenda which is about government and its agencies engaging with communities at a much more fundamental level. It is about helping communities to renew themselves from the bottom up. And what the voluntary sector provides is a route in — a way for volunteers to engage and play their full part in crime reduction.

The community-based end-to-end management of the offender envisaged in the operation of the National Offender Management Service underlines this. Crime is committed in the community and in the vast majority of cases the offender returns to that same community. It is important for the community to share in ownership of the causes of crime, reparation, the rehabilitation of the offender and the eventual reduction in crime.

As evidenced by the remarks of Wallis and Coggins, the British Government has established some laudable goals for its criminal justice system in the creation of the National Offender Management Service. All too frequently, however, when criminal justice agencies have been merged, unequal partners are created. It is hoped that community corrections in England and Wales, responsible for the lion's share of the offender population, receives adequate resources and funding to continue the remarkable progress it has made over the past three years.

## 2004 NAPE EVENTS

Plan to attend the 2004 NAPE events, held in connection with the 29th Annual Institute of the American Probation and Parole Association, in Orlando, Florida, in July! The events will be held in the Orlando World Center Marriott, the host hotel for the Institute.

On Saturday, July 24, 2004, from 4:00 PM to 6:00 PM, the Members Reception will be held. This provides members an opportunity to renew acquaintances, make new friends, and network. Feel free to bring a prospective member to the reception.

On Sunday, July 25, 2004, commencing at 8:00 AM, the Annual Awards Breakfast will take place, during which probation professionals and persons who have made significant contributions to community corrections will be recognized. Persons who will be receiving recognition are as follows:

*Sam Houston State University  
Executive of the Year Award*

**Gerald R. Hinzman**

Director

Sixth Judicial District Department  
of Correctional Services

Cedar Rapids, Iowa

*George M. Keiser Award  
for Exceptional Leadership*

**Donald G. Evans**

President

Canadian Training Institute  
Toronto, Ontario

*William G. Faches Award for  
Exceptional Community Service*

**Patrick Cobb**

First Board President

Community Corrections Improvement Association  
Cedar Rapids, Iowa

*Arthur Neu Award for  
Exceptional Policy Development*

**Lana McDaniel**

District Judge

Dallas, Texas

If you have not done so, please make your reservations at the Orlando World Center Marriott by calling (800) 564-3181. When making your reservations, please state that you are attending the APPA Institute to receive the special Institute rates.

## FROM THE BOOKSHELF

### ISSUES IN REENTRY

by

**Dan Richard Beto**  
Executive Director

Correctional Management Institute of Texas  
Sam Houston State University  
Huntsville, Texas

*Prisoners Once Removed: The Impact of Incarceration and Reentry on Children, Families, and Communities.* Edited by Jeremy Travis and Michelle Waul. Washington, D.C.: Urban Institute Press, 2003, 396 pp. \$32.50 paper.

On October 11, 1970, George J. Beto, Director of the Texas Department of Corrections, delivered his presidential address at the Centennial Congress of Correction of the American Correctional Association held in Cincinnati, Ohio, during which he spoke on the past, present, and future of corrections in America. During that portion of his speech devoted to the future, Beto made the following observation:

The future will bring an expanded use of pre-release programs. It is sheer folly to keep a man in prison two or three or four or five years and, at the termination of his sentence or upon parole, release him with a few dollars, a cheap suit, and the perfunctory ministrations of the dismissing officer. To an even greater degree, the future will witness programs which devote themselves to easing the inmate's transition from the most unnatural society known to man — prison society — to the free world. Myrl Alexander is correct when he says: "We must blur the line between the institution and the community."

More than three decades later, on January 20, 2004, in his State of the Union Address, President George W. Bush also addressed the issue of prisoner reentry:

In the past we've worked together to bring mentors to children of prisoners, and provide treatment for the addicted, and help for the homeless. Tonight I ask you to consider another group of Americans in need of help. This year, some 600,000 inmates will be released from prison back into society. We know from long experience that if they can't find work, or a home, or help, they are much more likely to commit crime and return to prison. So tonight, I propose a four-year, \$300 million prisoner reentry initiative to expand job training and placement services, to provide transitional housing, and to help newly released prisoners get mentoring, including from faith-based groups. America is the land of the second chance, and when the gates of the prison open, the path ahead should lead to a better life.

The issue of prisoner reentry, while appreciated as important by criminal justice practitioners and academics, has, until recently, received woefully inadequate attention by policymakers. One of the driving forces behind the current interest in the reentry of prisoners has been Jeremy Travis, Senior Fellow at the Urban Institute and former Director of the National Institute of Justice. Through his tireless efforts, and with the assistance of some few others, the Urban Institute has brought to the forefront the importance and the challenges of the successful reintegration of offenders back into the community. Over the past several years the Urban Institute has devoted considerable time and resources to researching and commenting on the problems faced by offenders and their families. Copies of speeches, reports, and monographs related to the subject of reentry may be accessed and downloaded from the Urban Institute's website at [www.urban.org](http://www.urban.org).

In late 2003 the Urban Institute Press published *Prisoners Once Removed: The Impact of Incarceration and Reentry on Children, Families, and Communities*, edited by Travis and Michelle Waul, formerly with the Urban Institute and now Director of Special Projects with the National Center for Victims of Crime. Contained in this volume is a collection of thoughtful and timely chapters written by some of the leading minds in the area of reentry. Contributing the first chapter are the editors, who provide an insightful and thorough overview of current correctional policies and the impact incarceration has on the children and families of prisoners. In concluding their introductory chapter, Travis and Waul write:

Families of prisoners generally struggle with a range of challenges that are often exacerbated by the imprisonment of a family member. Broadening our perspective to include incarceration's impact on prisoner families — from the arrest, to imprisonment, and on through release — raise a number of important questions. How can family bonds be strengthened during the prison term? Are there ways to help families cope with the period of incarceration? How should a parent and child be reunited? Is there a risk that the stresses of incarceration will limit inmates' ability to be effective parents upon release? Is there a heightened risk of domestic violence and child abuse as prisoners adjust to their new reality? Can the process of reentry be viewed as an opportunity for intervention with these families?

Developing innovative answers to these questions would require new policy collaborations and partnerships between corrections departments and child and family welfare agencies. These new alliances could help smooth the transition by helping prisoners and their

families stay in touch and work through the difficult dynamics of reunification. Working together, corrections professionals and local service providers could develop policies and programs that significantly improve the likelihood of a successful transition from prison to home — an outcome that has far-reaching benefits for all involved.

With Travis and Waul defining the scope of the problem and identifying some of the relevant questions, the authors of the remaining ten chapters expand on various issues related to imprisonment and reentry and attempt to provide some workable solutions. The book is divided into three topical parts, with the first three chapters focusing on the impact of imprisonment on the individual offender. Chapters five through eight explore incarceration's influence on children and families of offenders, and the remaining three chapters examine how communities are impacted by incarceration and reentry.

In Chapter 2, Craig Haney, Professor of psychology at the University of California at Santa Cruz, discusses the declining state of corrections in America, witnessed by increased incarceration rates, overcrowding, deteriorating conditions of confinement, a reduction or elimination of meaningful services and programs, and short-sighted but politically expedient policies. Haney also identifies some of the psychological effects of incarceration on inmates and provides a scholarly review of them, which may include: dependence on institutional structure and contingencies; hypervigilance, interpersonal distrust, and suspicion; emotional overcontrol, alienation, and psychological distancing; social withdrawal and isolation; incorporation of exploitative norms of prison culture; diminished sense of self-worth and personal value; posttraumatic stress reactions; and challenges in transitioning to postprison life. He also discusses the impact of incarceration of special needs prisoners and the obstacles they face upon release. In concluding his chapter, Haney suggests policy and programmatic responses to the adverse effects of incarceration and offers a blueprint to successfully return inmates back into the freeworld.

Stephanie S. Covington, Co-director of the Center for Gender and Justice in La Jolla, California, contributes the third chapter, in which she examines the challenges faced by female offenders and the need for gender-specific programs. She offers a number of recommendations on how this particular offender population might realize successfully transition from prisons to the community.

Contained in Chapter 4, written by Gerald C. Gaes, visiting scientist at the National Institute of Justice and former Director of Research for the Federal Bureau of Prisons, and Newton E. Kendig, Medical Director for the Federal Bureau of Prisons, is a comprehensive review of the skill sets and health care needs of released offenders. This is a particularly informative chapter, not only because it thoroughly identifies the needs, but because it provides a prescribed course of action.

Donald Braman, currently studying law at Yale University, and Jennifer L. Wood, Managing Director of the National Center for Child Traumatic Stress, describe in the fifth chapter the generational impact incarceration has on family life, particularly in poor, urban areas. Moreover, they offer some suggested changes in policy that could ease the stress encountered by the released offenders and family members. Their worthy effort is followed by a chapter authored by Ross D. Parke, Distinguished Professor of psychology and Director of the Center for Family Studies at the University of California at Riverside, and K. Alison Clarke-

Stewart, Professor in the Department of Psychology and Social Behavior and Associate Dean for Research in the School of Social Ecology at the University of California at Irvine, who provide a well-researched and detailed review of the devastating effects of parental incarceration on children. Parke and Clarke-Stewart suggest an ambitious research agenda to better understand the developmental problems encountered by children of imprisoned parents. They also urge the review of current policies to reduce the chances of children of incarcerated parents becoming unintended victims of our criminal justice and social services systems.

The theme of the preceding two chapters is continued in Chapter 7, in which research scientists J. Mark Eddy, Associate Director of the Oregon Social Learning Center, and John B. Reid, founder of the Oregon Social Learning Center, focus on adolescent conduct problems found in children of incarcerated parents and graphically describe a developmental model of antisocial behavior. In addition, they offer several suggested interventions, including an integrated prevention effort, and additional research. The next chapter, contributed by Creasia Finney Hairston, Dean of the Jane Addams College of Social Work at the University of Illinois at Chicago, provides policy direction and strategies to change public policy and redirect criminal justice and social services systems response to prisoners' children and families. Hairston's chapter represents a "call to arms," when she writes:

Congressional bodies and state legislatures must take ownership of family-related incarceration issues as a matter of national interest and make prisoners' family matters an integral part of discussion on criminal justice and family policy. . . . The correctional environment and prison programming are not internal matters to be left solely to the discretion of prison administrators. They are instead public concerns with relevance to broad social welfare goals and of importance to different community constituency. . . . Leaders in child welfare, corrections, and professional associations must develop principles and national standards covering parents in prison and their children and adopt these standards as a part of the accreditation process for child welfare agencies and correctional institutions.

In Chapter 9, Eric Cadora, a program officer with for the After Prison Initiative of the Open Society Institute, discusses the potential for coordination of service delivery. Using Brooklyn as a case study, Cadora, with the help of Geographical Information System (GIS) analysis, shows the overlapping needs, resources, and interests in various neighborhoods. One might conclude, as the author does, that armed with the detailed information now available from computer mapping, federal, state, and local criminal justice and health and human services agencies would be foolish not to pool their limited resources and enter into collaborative and mutually beneficial relationships. In the following chapter, Dina R. Rose, Director of Research at the Women's Prison Association, and Todd R. Clear, Distinguished Professor of Criminal Justice at the City University of New York, discuss the impact of coercive mobility on neighborhoods, the concepts of social capital and collective efficacy, and some of the reentry problems encountered by returning offenders — finances, stigma, identity, and relationships.

The concluding chapter, contributed by Shelli Balter Rossman, Senior Research Associate in the Urban Institute's Justice Policy

NEWS FROM THE FIELD

CORRECTIONS MERGER IN ENGLAND

On January 6, 2004, the British Government through its Home Secretary, **David Blunkett**, announced that the prison and probation services in England and Wales will be merged as part of a plan to cut re-offending rates and improve rehabilitation. Heading up the new organization — the National Offender Management Service — will be **Martin Narey**, the current Commissioner for Correctional Services.

As well as its overall charge to reduce re-offending and cut crime, the National Offender Management Service will be responsible for: 1) improving the enforcement and credibility of community punishments so that prison is not the first resort for less serious offenders; 2) ensuring that both custodial and community punishments make offenders address their behavior and offer a path away from crime; and 3) raising educational standards among offenders in order to break the link between low educational attainment and criminality.

**Eithne Wallis**, Director General of the National Probation Service for England and Wales, will become “director of change” for the new organization, which is scheduled to become operational in June. Wallis, who became the first Director General of the National Probation Service in 2000, brought sweeping and innovative changes to community corrections in the United Kingdom. During her three year tenure, she created a model probation system.

Wallis said that her “change team” at the Home Office will be responsible for creating a new single service that will be charged with the task of the “day-to-day management of adult offenders who are given custodial or community sentences.”

The Home Secretary said the creation of the new service is possible because of major government investment in, and reform of, the prison and probation services. It has raised the number of prison beds by 15,000 and increased probation funding by 50 percent.

“This is a once-in-a-generation opportunity to transform the way we manage offenders, to make sure they pay back the community they have harmed, to reduce re-offending, and to cut crime,” Blunkett said.

NEW PROBATION CHIEF NAMED IN SAN BERNARDINO COUNTY

A former Los Angeles County undersheriff and past director of the California Youth Authority was selected to serve as the San Bernardino County’s Chief Probation Officer. **Jerry L. Harper**, who served with the Los Angeles County Sheriff’s Department for 37 years before assuming responsibility for the California Youth Authority in 2000, was chosen by a panel of county officials to head the probation department. The department has about 1,150 employees and an operating budget of more than \$96 million.

Harper replaces NAPE member and veteran probation official **Raymond B. Wingerd**, who retired at the end of March 2004. On March 23, 2004, the San Bernardino County Board of Supervisors adopted a resolution commending Wingerd for his “commitment and professionalism” upon his retirement after 36 years of dedicated service.

RAEMISCH PROMOTED IN WISCONSIN

On March 18, 2004, Wisconsin Department of Corrections Secretary **Matthew J. Frank** announced the appointment of **Rick Raemisch** as Deputy Secretary of the Department of Corrections.

“Rick Raemisch is a highly effective leader who has played a key role on the department’s management team during the last 15 months as Administrator of the Division of Community Corrections,” said Frank. “Rick’s strong background and broad experience in public safety and criminal justice issues will be a tremendous asset to the department and to Governor **Jim Doyle**.”

Starting April 5, 2004, Raemisch assumed responsibility for overseeing the department’s operations. The Wisconsin Department of Corrections employs over 10,000 people statewide.

Raemisch, a member of NAPE, earned a bachelor’s degree in political science from the University of Wisconsin at Stevens Point and a law degree from the University of Wisconsin Law School. Before joining the corrections department, Raemisch recorded an impressive criminal justice career, commencing in 1976. He has served as a deputy sheriff, detective, Sheriff of Dane County, Assistant District Attorney for Dane County, and Assistant U.S. Attorney for the Western District of Wisconsin.

WILMOTH ASSUMES NEW CHALLENGE

When **John Wilmoth** was hired as the first Adult Probation Officer in Uvalde, Texas, on March 1, 1983, he was the probation department. Now 21 years later, he leaves a combined staff of 74 in the Uvalde County Juvenile and Adult Probation Department to assume responsibility for the Concho Valley Community Supervision and Corrections Department headquartered in San Angelo, Texas.

Wilmoth, a NAPE member and a former President of the Texas Probation Association, will direct probation services for a seven county jurisdiction in West Texas.

In commenting on his move, Wilmoth said that he is leaving with mixed feelings. “The judges have been very supportive of our programs and me personally. While I am excited about the new challenge, I’m sad about leaving what has become my family.” Wilmoth noted, “I’ve watched many of these employees practically grow up here.”

EXECUTIVE DEVELOPMENT PROGRAM HELD IN HUNTSVILLE, TEXAS

From February 29 to March 5, 2004, the 15th Executive Development Program for newly appointed probation and parole executives was conducted at the George J. Beto Criminal Justice Center on the campus of Sam Houston State University in Huntsville, Texas. This course, a joint initiative of the National Institute of Corrections, National Association of Probation Executives, and the Correctional Management Institute of Texas, addressed such topics as leadership development, influencing the organizational

vitality important to the quality of urban life and the wellbeing of American society. This book should be required reading for policymakers, elected officials, criminal justice practitioners, and persons engaged in the delivery of human services. In addition, Travis and Waul’s effort would be an excellent text for an advanced course in criminal justice, social work, government, and public administration.

Executive Exchange

Center, summarizes many of the reentry issues and encourages the development of partnerships to improve services integration, quality of care, and outcomes for individuals, families, and communities. Too, she offers a number of suggestions on how these laudable goals might be accomplished.

In *Prisoners Once Removed* Travis and Waul have made a significant contribution to correctional literature on a topic that is

ELECTION RESULTS

On April 15, 2004, the ballots for the National Association of Probation Executives 2004 Election were counted for the contested races. The results are as follows:

<b>President</b>	
Richard A. Kipp, Pennsylvania.....	39
Cheryln K. Townsend, Arizona.....	104
<b>Mid-Atlantic Region Director</b>	
Rocco A. Pozzi, New York.....	93
John R. Tuttle, Pennsylvania.....	45
<b>At-Large Directors</b>	
Daniel R. Craig, Iowa.....	78
Ernest H. Gravatt, Indiana.....	60
Martin J. Krizay, Arizona.....	80

OFFICERS AND DIRECTORS 2004 – 2006

As a result of the recent election, the Officers and Directors of the National Association of Probation Executives for the biennium commencing July 1, 2004, are as follows:

President

**Cheryl K. Townsend**, Director of Juvenile Court Services for Maricopa County, Phoenix, Arizona. Ms. Townsend is new to this position; prior to being elected President, Ms. Townsend served as the Association’s Secretary.

Vice President

**Gerald R. Hinzman**, Director, Sixth Judicial District Department of Correctional Services, Cedar Rapids, Iowa. Mr. Hinzman is new to this position. Prior to assuming this position, Mr. Hinzman served on the Board of Directors as the Central Region Director.

Secretary

**Rick Zinsmeyer**, Director, Williamson County Adult Probation Department, Georgetown, Texas. Mr. Zinsmeyer is new to this position.

Treasurer

**Joanne Fuller**, Director, Multnomah County Community Justice, Portland, Oregon. Ms. Fuller is returning to this position.

Past President

**Ron R. Goethals**, Director, Dallas County Community Supervision and Corrections Department, Dallas, Texas. Mr. Goethals is the immediate past President of the Association.

New England Region Director

**Bernard Fitzgerald**, Chief Probation Officer, Dorchester District Court, Dorchester, Massachusetts. Mr. Fitzgerald is new to this position.

Mid-Atlantic Region Director

**Rocco A. Pozzi**, Commissioner, Westchester Department of Probation, and Commissioner, Westchester County Department of Correction, White Plains, New York. Mr. Pozzi is new to this position.

Southern Region Director

**Carey D. Cockerell**, Director, Tarrant County Juvenile Services, Fort Worth, Texas. Mr. Cockerell, replaces **Eddie Gonzalez**, Director of the Nueces County Community Supervision and Corrections Department in Corpus Christi, Texas, who retired prior to assuming office.

Central Region Director

**Gary Sherzan**, Director, Fifth Judicial District Department of Correctional Services, Des Moines, Iowa. Mr. Sherzan is new to this position.

Western Region Director

**Kaye Adkins**, Regional Administrator, Office of Correctional Operations, Washington Department of Corrections, Spokane, Washington. Ms. Adkins is returning to this position.

At-Large Directors

**Daniel R. Craig**, Director, First Judicial District Department of Correctional Services, Waterloo, Iowa. Mr. Craig is new to this position.

**Martin J. Krizay**, Chief Adult Probation Officer, Yuma County Adult Probation Department, Yuma, Arizona. Mr. Krizay is new to this position.

culture, surviving the political arena, strategic planning, team building, fiscal issues, presentation skills, media relations, legal liability issues for administrators, staff safety, and reinventing probation and the "what works" agenda.

Executives participating in the program included: **Robert J. Gillis** of Connecticut; **Robert M. Mowatt** from Colorado; **Michael W. Nail** of Georgia; **Bradford L. Barnes** from Indiana; **Jon P. Ramlo** from Minnesota; **Kim Etherton** of Nebraska; **Regina Daniel** and **Cheryl Gerwig** from Ohio; **Matthew Birnie** of Oregon; **Sally A. Barry** from Pennsylvania; **Sean Finn** from Texas; **Kelly Ashley** and **A. Michael Collins** of Virginia; and **Donald G. Belisle** from Washington.

Members of the faculty included: **Dan Richard Beto**, Executive Director of the Correctional Management Institute of Texas and past President of the National Association of Probation Executives; **Dorothy Faust**, Correctional Program Specialist with the National Institute of Corrections in Washington, D. C.; **Ron R. Goethals**, Director of the Dallas County Community Supervision and Corrections Department in Dallas, Texas, and President of the National Association of Probation Executives; **Martin J. Krizay**, Chief Adult Probation Officer for Yuma County, Arizona; and **Cheryl K. Townsend**, Chief Juvenile Probation Officer for Maricopa County, Arizona, and Secretary of the National Association of Probation Executives.

Assisting in the delivery of this week-long program were **Phillip M. Lyons**, Professor of Criminal Justice and Director of the Texas Regional Community Policing Institute, and **David Epps**, Director of Media Services. **Christie Davidson**, Assistant Director of the Correctional Management Institute of Texas, provided logistical direction for this national program. Also assisting in this initiative was the Correctional Institutional Division of the Texas Department of Criminal Justice, which provided transportation and a prison tour.

## GONZALEZ RETIRES IN NUECES COUNTY

**Eddie Gonzalez**, whose probation career spanned more than three decades, retired as Director of the Nueces County Community Supervision and Corrections Department in Corpus Christi, Texas, in May 2004.

Gonzalez, who earned a bachelor's degree in sociology in 1970 from Texas A&I University in Kingsville, began his criminal justice career in 1973 as an adult probation officer in Nueces County. While employed and assuming positions of increasing responsibility, Gonzalez earned a master's degree in criminal justice from Sam Houston State University in 1977 and a master's degree in interdisciplinary studies in 1979 from Corpus Christi State University. In 1994 he was named the department's Director, a position he held until his retirement.

For almost two decades he served as an adjunct faculty member at Del Mar College in Corpus Christi, where he taught courses in criminal justice, mental health, and substance abuse. Gonzalez is a Licensed Chemical Dependency Counselor and an Advanced Addiction Counselor; in addition, he is a Certified Instructor for the Texas Drug Offender Education Program and the Texas Alcohol Education Program. Until his retirement, Gonzalez served on the Texas Probation Training Academy Advisory Board at Sam Houston State University.

A strong advocate of a rational probation system, Gonzalez worked tirelessly to promote police-probation partnerships and was a driving force behind Project Spotlight.

In addition to the National Association of Probation Executives, where he was recently elected to the Board of Directors, Gonzalez has been active in the Texas Probation Association and the American Probation and Parole Association.

## NEW MEMBERS

Since the last issue of *Executive Exchange* was published, 16 individual members have joined the National Association of Probation Executives; they are as follows:

**Kelly Ashley**, Chief Probation Officer, Virginia Probation and Parole, P.O. Box 69222, Hampton, Virginia 23669.

**Bradford L. Barnes**, Director, Bartholemew County Court Services, 507 3rd Street, Columbus, Indiana 47201.

**Sally A. Barry**, Chief Probation and Parole Officer, 508 Oak Street, Lebanon, Pennsylvania 17042.

**Donald G. Belisle**, Manager, Yakima County Probation Services, 104 North 1st Street, Yakima, Washington 98901.

**Matthew Birnie**, Director, Jefferson County Community Justice, 75 SE C Street, Suite A, Madras, Oregon 97741.

**A. Michael Collins**, Chief Probation Officer, Virginia Probation and Parole, 285 South Sixth Street, Wytheville, Virginia 24382.

**Regina Daniel**, Chief Probation Officer, Cleveland Municipal Court Probation Department, 1200 Ontario Street, Cleveland, Ohio 44113.

**Kim Etherton**, Director, Lancaster County Community Corrections, 2202 South 11th Street, Box 16, Lincoln, Nebraska 68502.

**Sean Finn**, Director, 198th Judicial District Community Supervision and Corrections Department, 116 West Main Street, Brady, Texas 76825.

**Mark Funkhouser**, Chief Probation Officer, Posey Superior Court, P.O. Box 604, Mount Vernon, Indiana 47620.

**Cheryl Gerwig**, Chief Probation Officer, Wayne County Adult Probation Department, 107 West Liberty Street, Wooster, Ohio 44691.

**Robert J. Gillis**, Director, Connecticut Parole and Community Services, 131 North Bride Brook, Niantic, Connecticut 06357.

**Robert M. Mowatt**, Chief Probation Officer, Second Judicial District, 1313 Tremont Place, 2<sup>nd</sup> Floor, Denver, Colorado 80204.

**Kari Ragsdale**, Chief Probation Officer, Superior II Probation Department, 104 Courthouse Square, Lebanon, Indiana 46052.

**Jon P. Ramlo**, Director, Rock Nobles Community Corrections, P.O. Box 547, Worthington, Minnesota 56187.

**John E. Triplett**, Director, Nez Perce County Court Services, P.O. Box 896, Lewiston, Idaho 83501.

In addition, the Association has one new organizational member:

**Cameron-Willacy Counties Community Supervision and Corrections Department (Richard S. Santellana, Director)**, 854 East Harrison, Brownsville, Texas 78520.

*Executive Exchange* encourages members to submit news items for publication. News releases about promotions, job changes, innovative programs, retirements, and recognitions are always welcomed. News items, with related photographs, may be sent to Dan Richard Beto at email drbeto@shsu.edu, facsimile number (936) 294-4081, or via the U. S. Postal Service to National Association of Probation Executives, George J. Beto Criminal Justice Center, Sam Houston State University, Huntsville, Texas 77341-2296.