

# National Association of Probation Executives EXECUTIVE EXCHANGE

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## PRESIDENT'S MESSAGE

For those of you who attended our National Meeting held in Philadelphia on July 7 and 8, 2007, I hope you found the activities informative and the accommodations more than satisfactory.

The Saturday evening reception was a huge success. As part of this reception the National Association of Probation Executives formally invited a delegation of Polish officials and participants from the first Executive Leadership Forum which NAPE is co-sponsoring with the National Institute of Corrections, American Probation and Parole Association, and the Correctional Management Institute of Texas. In addition to these two groups many individual members attended and the networking and conversations proved to be enlightening and enthusiastic.

I want to take this opportunity to thank our corporate sponsors, the National Curriculum Training Institute (NCTI), and Varian, Inc., for generously helping to underwrite the cost associated with this event. Special thanks are to be extended to Gary Bushkin, President of NCTI, and Vinnie Happ, Strategic Account Manager for Varian, Inc., for their support in making our reception a success.

I am pleased to say that our Awards Breakfast was also very well attended. I am always surprised by the number of members who attend this early morning function in light of the late evening activities that occur at the conference. Congratulations to Tom Plumlee of Forth Worth, Texas, for receiving the *Sam Houston State University Executive of the Year Award*, Ron Corbett from Boston as the recipient of the *Dan Richard Beto Award*, W. Conway Bushey of Chambers-



burg, Pennsylvania, who was presented with the *George M. Keiser Award for Exceptional Leadership*, and finally, Robert Dvorsky of Cedar Rapids, Iowa, and Don Stapley of Phoenix, Arizona, the co-recipients of the *Arthur Neu Award for Exceptional Policy Development*.

I also want to thank TruTouch Technologies and especially Jackie Sheehey for providing corporate sponsorship of the Awards Breakfast.

Also special thanks needs to be extended to Don Evans who worked tirelessly behind the scenes to get Steve Murphy, Deputy National Offender Manager for the United Kingdom, to speak at our breakfast meeting. Mr. Murphy's speech "Probation Tides: Ebbing and Flowing" was extremely informational and thought provoking.

Finally I want to share with you a thought I expressed at the APPA Board meeting concerning the inability to get nominations for several awards that are presented at the APPA Summer Conference. Basically what I said was that all of us, board, individual, or

affiliate members have a responsibility to fulfill our obligations as members of a professional association. Whether it is voting in our elections, nominating individuals, or groups for awards, participating on committees, or just attending our conference, we must take these responsibilities seriously. All of us should accept responsibility to support our professional association. We have no one to blame but ourselves for our inability to carry out our responsibilities. We cannot allow apathy to creep into our ranks.

I know that APPA has taken some very proactive steps to prevent this from happening

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## MESSAGE FROM THE GUEST EDITOR

In this issue of *Executive Exchange* we continue to focus on organizational, cultural, and leadership issues that we face as we continue to try to improve our organizations.

In "Probation Tides: Ebbing and Flowing," Steve Murphy shares the history and perspective of probation from around the world, noting that we are all struggling with similar issues, including lack of prison space, the need for support and supervision following imprisonment, and addressing offenders effectively while ensuring human rights and dignity. He reminds us that the probation "current" will continue to flow, and that it is up to us as leaders to ensure the tide is heading in the right direction.

The second article by Greg Berman and his colleagues from the Center for Court Innovation encourages us to look at failures as learning opportunities. In fact, they assert that failure is a necessary by-product of innovation. They discuss four principle causes of failure: failure of design, failure of implementation, failure to manage power dynamics, and failure to engage in self-reflection. They offer a series of questions that leaders should ask themselves in order to address these issues and increase the likelihood of success in our endeavors.

In my article on "Leadership and Its Impact on Organizations," after interviewing two leaders in criminal justice and reviewing various leadership books and articles, I reflect on the importance of leadership in organizations, those characteristics that make a good leader, and how to develop one's leadership potential.

John Evangelista, John Corrigan, and William Geoghegan with the New York City Department of Probation provide

the second of three articles about developing and using a performance measurement and accountability system in the delivery of probation services. Drawing from the experiences of the CompStat model of management, they provide insights into an innovative strategy that is data-driven and promotes the rational allocation of resources.

Shea Brackin then discusses the critical issue of organizational culture, with important research findings on the impact of officer subculture on the implementation of new practices or programs.

As always, we have included book reviews, one contributed by Dan Richard Beto on Lee Iacocca's new book *Where Have All the Leaders Gone?* and another by Donald G. Evans on *Language of the Gun: Youth Crime and Public Policy* by Bernard E. Harcourt. Both provide options of thoughtful contributions to scholarship to add to your reading list. In addition, our "Association Activities"

section provides insights on Association events held in Philadelphia. Finally, the issue is concluded with "News from the Field," which contains a wealth of information about what is going on in our profession.

I hope you will find these articles thought-provoking. As an organization NAPE is committed to improving the field of criminal justice, and it is through continual learning from each other through forums such as this that we can rise to the challenge.

**Melissa Cahill, Ph.D.**  
Missouri



## PRESIDENT'S MESSAGE *cont'd*

again. As Henry Ford once said, "Failure is the opportunity to begin again, more intelligently."

Therefore I hope that as we move forward the NAPE membership will continue to support our activities as well as taking on those additional responsibilities associated with APPA and our local and state associations. As executives we

have an obligation to lead by example. Getting involved can be both self-rewarding and provide the motivation to get others involved.

**Rocco A. Pozzi**  
President

## PROBATION TIDES: EBBING AND FLOWING

by

Steve Murphy, CBE, FRSA

*This address was delivered at the Annual Awards Breakfast of the National Association of Probation Executives on July 8, 2007, in Philadelphia, Pennsylvania, by Steve Murphy, CBE, FRSA, Deputy National Offender Manager and Regional Offender Manager for London, National Offender Management Service, Ministry of Justice, United Kingdom.*

Thank you for the invitation to address you today. It's always a pleasure to come back to the USA; I first came in 1988 to attend the ACA Conference in Phoenix, Arizona. We did some work there which led to the IHHA (later to become IARCA, then ICCA) Conference at the London School of Economics in 1989. The boss who sent me — Sir Graham Smith, the first probation statesman in the UK — arranged for me to go on to New York and visit projects there as the guest of the city's probation service; I recall that the Chief Probation Officer had recently been appointed after a period in charge of the city's waste disposal department, and had become famous for the policy of shipping the waste out on boats to other countries; I sensed then that things were handled differently here!

That impression was only reinforced when one of my London staff went on a placement with New York Probation and opted for an afternoon with the Intensive Supervision Team; he said "Steve, I thought it was going to be saying to offenders — *No — tell me how you REALLY feel* — but I spent all afternoon in the back of a van with a zoom lens camera!"

Ever since then, I have been fascinated by the exchange of ideas between our respective countries; you only need to go to the Reading Terminal Market across the road here to see the influences of so many cultures and nations. Now, in probation, you can readily see the hallmarks of knowledge exchange between our extended families of countries in North America and Europe. The probation world is undeniably getting smaller as its presence grows; the same issues and thinking really do flow round the world, and whilst some solutions are very local, others find a resonance in very different cultures and countries. That's why in my discussions with Don Evans and Dan Beto we found ourselves talking about the concept of probation not only as a service or a system — both of which it undoubtedly is in some places and at some times — but also as a movement, a kind of tide which ebbs, flows, and eddies around the corrections world; some times the probation tide is in, sometimes it's out; sometimes it is tempestuous, sometimes it's relatively calm. But it's never stationary; it's always on the move.

Last month, on June 11th, I attended a multi-faith service at Westminster Abbey in London to celebrate the hundredth anniversary of the UK's Probation of Offenders Act of 1907. Some thirty years earlier, a London printer, Frederick Rainer, had given a gift of five shillings — about 50 cents — to the Church of England Temperance Society in the hope that it would be used to rescue those who had fallen into crime through drink, the main social evil of the time and then the cause of most petty crime.

The money was used to employ the first Police Court Missionary, a man called George Nelson, to the Southwark Police Court in London; he and his colleagues sought to deflect petty criminals from the capital's overflowing prisons at a time when jail was the automatic punishment for first-time offenders — men, women and children alike. My office in London overlooks Trafalgar Square, and I have often thought that George Nelson probably deserved to be on the top of the famous column there rather than his namesake Horatio.

Some things don't change much: Southwark is currently pioneering again, now through the use of Virtual Courts where the offender is dealt with via a video link to local police stations; and London's prisons, which I commission, are coping with record numbers as the prison population in England and Wales reaches 81,000 for the first time and offenders are regularly housed overnight in police and court cells as our prisons can't handle any more new receptions.

But back to 1907: the Act turned George Nelson's voluntary sector pioneering into a statutory service, a trend which was followed by many jurisdictions all over the world. Today, the National Probation Service which I was privileged to lead employs some 22,000 staff and supervises over 200,000 offenders at any one time. Many of those staff have been fearing that the service wouldn't reach its landmark anniversary; they claim that The Offender Management Bill now going through our Parliament would break up the service and mean the end of probation. I believe they are wrong on both counts: first, that's neither the intention nor the likely outcome of the Bill; and second, they fail to recognise my earlier point that probation is less a service than a movement. The organisational framework within which probation is located is very much a secondary issue; the principles, values, practice, professional skills and orientation of staff are what characterise probation, not whether it is embedded in a state, private or voluntary sector setting.

Ironically, at the very time that these exaggerated fears are rife in the UK, we are exporting aspects of our probation model to some of our European neighbours, particularly those in the east of the continent and in the Balkans. Many western European nations have long probation traditions of their own, despite their very different legal, investigative and sentencing frameworks. In the days of their creation, as now, it seems as though the same clusters of social and crime issues were vexing many parts of Europe; in those days the concerns were about crude punitiveness and the lack of corrective opportunities for many under-privileged individuals; today, the common concerns are about public protection, the perceived need to reconnect offenders to their communities, and the budgetary consequences of the increasing use of imprisonment and greater — often indeterminate — sentence lengths.

As in the UK, Christian charities were the flag-bearers for a more constructive approach to offenders in the Netherlands, Denmark, Switzerland and France, usually helping prisoners before and after release. Volunteers, not the state, picked up the responsibility. But as criminal justice systems began to focus

increasingly on the offender instead of only on the criminal act, so new sentences and attempts at rehabilitation began to emerge. Probation services which had their origins in work with prisoners are often still located in prison or penitentiary departments, as in Denmark, Sweden, Italy and France. In other countries such as Belgium and in some German federal states, there is still an organisational separation between work with offenders who go to prison and those who don't. In others, the probation role covers both community and custodial sanctions. In eastern parts of Europe probation is often engaged at the front end of criminal proceedings, assisting in investigations or decisions whether to prosecute or to divert offenders from court processes.

I'm indebted to Prof. van Kalmthout of the Netherlands for that summary of the origins of some of Europe's probation services; it's taken from a speech he made in Istanbul in November 2005 as the NOMS International Projects Unit launched its largest European Union-funded project to help to create a probation service in Turkey. The project has just concluded and has been a great success; legislation was passed to establish the new service and over 1,300 staff are now in place in every region of that huge country. We have just won and begun a contract to help develop the relatively new probation service in Romania, and we concluded a similar project with the even younger Bulgarian service last month. We are currently advising Croatia on its options for creating a new probation service there, and we have a strong relationship with the Probation and Mediation Service in the Czech Republic, where we have completed two projects to assist in its creation, and to develop a parole system.

Why do I dwell on our engagement in Europe in this way? Well, whilst I am proud of the role we have played in sharing our expertise with these nations (and grateful for the learning we gain from them — it's certainly not one way traffic), it's more to make the point that the impetus for them is often their desire to become part of the European Union. The reform of criminal justice systems in the countries of central and eastern Europe has been an essential part of the accession process to the Union. Even though the establishment of a modern probation service is not one of the required *Aquis Communautaire*, it has been one of the significant developments in Bulgaria, Poland, Malta, the Czech Republic, Hungary, Estonia (we have worked with them, too), Latvia, Lithuania, Romania, Turkey, and Slovakia; only Slovenia has not gone down this path. Poland, several of whose staff are here today, was, as far as I am aware, the only country to have a probation service under its former communist regime, and has been established for much longer than many of its neighbours' services.

In the Balkans, we are working in Croatia as they consider what kind of probation service they might want to pursue; Serbia, Montenegro, and Macedonia all have small-scale funding from the Council of Europe to pilot court-based projects for the supervision of offenders in the community; and Kosovo, whilst not a country — it is technically a province of Serbia and a United Nations Protectorate — has a fledgling probation service largely developed with US expertise.

So it's possible to claim that something of a tidal wave of probation is flowing across central and eastern Europe; it's energy largely derives from the currents in Western Europe, which themselves have drawn strength from the well-springs of learning and innovation in America and Canada. Nearly every national service we have worked with in Europe has wanted to adopt the kind of actuarial risk/needs tools fashioned in the US and Canada,

albeit adapted for cultural norms in their new settings; and the meta-analyses which informed the "What Works" developments of the 1990s are still lapping up on foreign shores as they look to implement group work programmes and particularly unpaid work. As we have seen in the Czech Republic, the more recent broadening of probation's work to embrace victim/offender mediation has been incorporated into probation from day one. Romania originally followed the same path but may now be rethinking. Attending to the needs of the victims of crime has been built into the new probation service in Turkey. It took the best part of a century to institutionalise such work in the UK, but as Turkish law is based on Swiss and Italian models, perhaps that's not surprising.

However, whilst the probation waves washing eastwards have been bringing bail information, community penalties, and early supervised release from prison in their wake, it's clear that different forces have been at work further west; mandatory deterrent sentencing, incarceration as policy, a greater focus on public protection, and a retreat from the principle of voluntarism which underpinned much early probation work have reflected the way in which criminal justice has become a key electoral issue, with politicians wary of risking the wrath of voters by appearing — or being represented by the media as — weak on crime and criminals.

Thankfully this trend doesn't seem to be so pronounced in continental Europe, but in England and Wales, Prof. Mike Hough has described how this "penal populism," as he calls it, has contributed to the strange situation in which crime rates have been falling whilst the prison population has been rising inexorably, the public believing the latter to be the direct cause of the former (if they believe that crime is falling at all — which it is). They don't seem to take account of the economic prosperity or better targeted crime prevention activity that have also played a part in making them safer; they do continue to press for longer and longer sentences for offenders, and fewer opportunities for early release. Concerns about crimes by prisoners who have been released early has led to new indeterminate sentences for public protection in England and Wales which aren't actually life sentences as such but are operated in much the same way; the numbers subject to this new sentence are growing rapidly, changing the way long-term prisoners need to be managed inside. Risk aversion is reducing the degree to which parole is granted, and we have seen much improved probation performance in relation to breach of community orders and licences; all these factors have swollen the prison population to its recent record levels.

But are there signs here in the States that the flood tide of retribution and punishment as the principal tools of penal policy is beginning to recede? Sarah Steen and Rachel Bandy of the University of Colorado at Boulder have written recently ("When the Policy Becomes the Problem: Criminal Justice in the New Millennium" in *Punishment and Society*) about how legislative reform in six states has "brought the economics of punishment back into the conversation." They reflect how reforms in the last quarter of the 20th century were based on retributive principles with little regard to their effectiveness or — critically — their cost. This mixture of the escalating costs of imprisonment and budget deficits has provided an opportunity here to change the nature of the dialogue about correctional responses to crime. Steen and Bandy go on to describe how talk of being "tough on crime" is being replaced by talk of being "smart on crime." In turn this has led, for example, to attempts to disaggregate the mass of drugs-

related offenders so that they are less frequently presented as automatically “dangerous,” enabling a more constructive rhetoric about the role of treatment to begin or resume.

What has struck me most forcibly in preparing for this presentation has been the similarity of thinking in today’s world of corrections, largely due to the common challenges it faces. More significantly for those of us in probation and parole, there is a convergence of potential solutions, and also a centrality about the probation ethos and skill base as the platform for change and development in response.

In brief, those challenges seem to me to be:

- prison demand outstripping supply (for example, in the UK we are in the early stages of a prison building programme to bring on stream nearly 10,000 new places; and in Croatia, there are 25% more prisoners than places);
- doubts about the value and cost of unadorned imprisonment, by which I mean the absence of follow-through of support and supervision — mandated or otherwise — after release;
- ensuring human rights and dignity in a penal context, especially in a context of overcrowding, where mental health and drugs issues can often go unaddressed;
- galvanising different parts of government to play their part in reducing crime and reoffending through the mainstream services they provide; and
- in Europe, the impetus to raise criminal justice standards to facilitate entry to the EU.

The convergence of potential solutions is apparent:

- addressing the scale of the pre-conviction population in custody;
- focusing and prioritising resources according to the risk of future serious harm;
- developing community-based sanctions;
- learning from “what works” and implementing it;
- strengthening victims’ services;
- ensuring “through the gate” (re-entry) services; and
- recruiting other arms of government to pull their weight in the drive to reduce reoffending.

I want to dwell for a moment on the last of these — the responsibility of other parts of government. The winter issue of the *Journal of Community Corrections* had an article about the support services needed by prisoners on release in Ohio (“Re-Entry — Fighting Crime Through Public Safety and Cost-Effectiveness”) by Dena Hanley and Michael K Allen. It was striking just how many elements this article had in common with the approach to “through the gate” and community supervision in the UK. It all links, of course, to our knowledge of criminogenic and protective factors in assessment and desistance thinking — but the authors’ articulation of the evidence of social disadvantage in the offending population has strong echoes of the seminal report in 2001 by the UK Government’s Social Exclusion Unit; this has now spawned a powerful inter-ministerial structure to ensure departments other than those concerned with criminal justice play their parts in reducing reoffending. It is indisputable — in the UK at least — that criminal justice ends up picking up some of the pieces left behind when other aspects of the state’s efforts on behalf of its citizens have failed; we know all too well that most offenders have

inadequate or no education; many have been taken into care or have known disrupted or abusive family lives; many have drugs and mental health issues; and income support, unemployment and poor housing are all bound up with offending. It’s hardly surprising that demand for services on this scale is outstripping the penal system’s capacity to cope with the true nature of the problems of the people with whom it is trying to deal.

Whether it’s prompted by economics, concerns about fairness and equality, or plain common sense, it nevertheless seems to be the case that a new wave of more sophisticated thinking is seeking to tackle the complexities and inter-relatedness of the issues which manifest themselves in crime as well as other social problems. I heard Mario Paparozzi speak in London on the day of the Probation Centenary celebrations last month; in particular, two of his themes struck me. The first was that we need a new language to describe what probation does: that is very apparent to me as we try to compare systems around the world and, more importantly, seek to define the positive outcomes of various programmes and communicate them powerfully to the public and to decision-makers.

The second was that economic regeneration is at the heart of rehabilitation, and that, critically, public safety was the consequence of rehabilitation. Rehabilitation work is public protection work — whatever the moral arguments for trying to turn offenders from crime, the economic ones also stack up high. And, just to make the point, what does Turkey call its multi-agency panels to provide jobs for offenders on release and to attend to the needs of victims? — public protection boards.

So whilst rehabilitation has been buffeted by some high seas in recent times, it has also proved itself to be a hardy survivor. For example, it’s now one of the five purposes of sentencing in England and Wales, and even though it sounds like a rather dated word and a slightly unfashionable term, it is a concept at the very heart of the growing work of probation in the expanding European Union.

The other impression very clear to me in preparing for today is that probation itself is increasingly embedded and growing stronger in Europe. My Unit’s work in eight countries — managed by my colleague Kevin Barry, a genuine international ambassador for probation — demonstrates that, but we are just one element in a much bigger European probation community which I am delighted NAPE will join as an Affiliate in Estonia this September at the AGM of the CEP — Europe’s Standing Conference on Probation. Poland is to join formally there, too, and will enrich the CEP’s work from its own unique perspective.

Probation is self-evidently the starting point for European nations which want to modernise their corrections practice and potential. Most begin with community penalties which have hitherto lagged behind imprisonment as the sentence of choice, but the pressures of early release — sometimes unsupervised — will often lead to an expansion from that base.

I suppose the tantalising question is: how would we design a probation service now if we had a clean sheet of paper? Croatia, for example, is in a position to do more or less that right now. Would we look to Turkey, the UK, or Ohio to look for re-entry models? To Austria, Sweden or Vermont, or Belgium for expertise on victim mediation? To Canada or the US for assessment systems? To Ireland, Norway, or the Netherlands for structures to deal with high risk and dangerous offenders? To Hungary or Romania on discontinuance, or Estonia or the Czech Republic on diversion from prosecution? To Germany or Portugal on electronic

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monitoring? Russia is turning to Finland and Estonia to help it develop its thinking.

The remarkable array of workshops at this conference clearly demonstrates that there is cutting edge thinking throughout North America and Canada on all sorts of fronts; internationally we have more capacity than ever before to draw on each other's expertise, and we must not assume that solutions are somehow limited by geography or culture.

As the EU expands, it neighbours come into scope for funding streams, and so we are now seeing the emergence of projects in Lebanon, North Africa, and some of the former Soviet states. Poland, of course, was the only communist country in the former Soviet bloc to have a probation service and it has changed massively over recent decades, but we can learn a great deal from them about new probation models in a dramatically transformed environment. It's taken my country 100 years to get to where we are now; some of the later probation starters are getting up to speed much more quickly than we did, and we in turn can learn from their experiences and their fresh approaches to the task.

Quite how such services develop will be a function of their criminal law, their appetite for amending it, their prevailing political and socio-cultural attitudes to crime, their economic context, and the nature and extent of their crime issues. All of those things will inform the design options they choose to take. Whether they go for state-run or more mixed models of delivery will in turn be a product of their economic philosophies and the stage of development of their not-for-profit and private sectors.

But as I said earlier — it's all probation. It's been contained in a variety of systems and structures in different places over the years, but the key message is — it's flourishing. It is resilient, and

through this international exchange of learning, discovery, and development it is destined to become yet stronger.

I began to prepare for this talk with an idea of tides ebbing and flowing; now I am much more taken with the concept of probation *currents* flowing around the world, mixing and merging with each other, with cross-currents sometimes bumping into each other.

There is a continual sense of wave-energy that keeps on reforming and renewing itself. It adds to my description of probation as a movement, not a discrete system or service; it has its own force and it's always on the move.

I'd better draw to a conclusion before I drown in a sea of watery imagery!

If probation is not only surviving but prospering in today's changing world, it's largely down to the experience, skill, and determination of its leaders and practitioners. I want to commend you and probation leaders all over the world for your work and commitment, and I want to reflect that in my probation career it's been the humanity and optimism of the vast majority of my colleagues which has been so valuable to me and so inspirational when dealing with difficult offenders and an unsympathetic public.

My colleague John Scott, the outgoing President of the CEP, invokes the words of John Wesley, the Methodist preacher, to describe the kind of people he needed around him: Wesley wanted them to possess "cool minds and warm hearts." Probation around the world is thriving because we are blessed with many who have both. Those qualities are in abundance here in Philadelphia this week, and I want to thank you for the warmth of your welcome and your kind invitation to share these thoughts with you.

### INFORMATION ABOUT *EXECUTIVE EXCHANGE*

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

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may be sent electronically to [probation.executives@gmail.com](mailto:probation.executives@gmail.com) or by conventional mail to:

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## TRIAL AND ERROR: FAILURE AND INNOVATION IN CRIMINAL JUSTICE REFORM

by

Greg Berman, Phillip Bowen, and Adam Mansky

### Introduction

*"Men are greedy to publish the successes of [their] efforts, but meanly shy as to publishing the failures of men. Men are ruined by this one sided practice of concealment of blunders and failures."*

Abraham Lincoln

Criminal justice success stories — for example, the sustained reduction in crime in major U.S. cities during the past fifteen years — are poured over by officials from around the world in an effort to distill the lessons and replicate the accomplishments. Best practice manuals, providing protocols intended to guarantee success, are in abundant supply. At the same time, in the criminal justice world, failure is still a whispered word.

Following the burst of the dot.com bubble, failure has become a hot topic in corporate America. In fact, *Business Week* magazine devoted a recent cover story to the lessons of failure. The idea of confronting failure is not just the preserve of the private sector; from the U.S. Army to academic hospitals, other professions are learning from failure, as well. This paper seeks to extend this study into the realm of criminal justice reform.

Rather than focusing attention on well-known achievements in the field, therefore, this "red paper" — the product of semi-structured interviews with criminal justice experts, researchers and practitioners, as well as a review of the literature on failure — seeks instead to provoke debate as to why some criminal justice reforms work and some do not. This exploration is not about failures of incompetence or corruption — these kinds of failures tend to be well-documented by the media (and contribute to a generally risk-averse environment). Rather, this paper is about the kinds of failures in which well-intended efforts fall short of their objectives: the enforcement strategy that criminals ignore, the compliance monitoring scheme that doesn't reduce re-offending or the seemingly successful job training program for ex-offenders that suddenly closes up shop.

This examination is intended for anyone interested in criminal justice reform but, in particular, seeks to reach local policymakers — probation officials, court administrators, leaders of state and local criminal justice agencies. By discussing failure openly, this paper seeks to help foster an environment that promotes new thinking and the testing of new ideas. By identifying lessons that could inform criminal justice practice going forward, this paper seeks to ensure that, at the very least, tomorrow's innovators are less likely to make the same mistakes as today's. The bulk of this inquiry, therefore, looks at the causes that contribute to failure.

But there is a threshold question to ask about failure: is failure inherently good? Well, in one sense, it appears to be: Failure is a necessary by-product of innovation. The private sector, sciences and even the arts have long understood this fact; they tend to factor failure as a cost of doing business — consider the massive R&D funding by pharmaceuticals that includes substantial allow-

ance for failure. In these fields, there is acceptance that not every innovation is going to succeed. In fact, each success is typically built on the backs of numerous failures. In a sense, failure is a partner of success — and is not a bad thing.

Unfortunately, the public sector seems to have little tolerance for failure. Perhaps, as Ellen Schall, Dean of New York University's Robert F. Wagner Graduate School of Public Service, has speculated, fear of failure is a by-product of the American tradition of skepticism about activist government. For whatever reason, few government agencies are known to tolerate risk; and tolerance for risk is a necessary building block for innovation.

While failure has its own merit, there are also benefits to trying to learn from it. To understand failure, it is important to analyze its causes. Two obvious causes of failure are failure of premise or concept (that is, a bad idea), and failure of implementation (that is, a poorly executed idea). While this paper does examine failures of design and implementation, it also looks at two other factors that often go unmentioned. The first is power dynamics (e.g., political influences, fiscal realities, leadership changes), which bear so heavily on an initiative's success or failure that planners ignore or discount them at their own peril. The second factor is an institution's capacity for self-analysis. The effectiveness of an innovation can be undermined or even destroyed by an organization's inability to be self-critical and open to reflection.

These latter two sources of failure — power dynamics and lack of self-analysis — do not operate in isolation, but can be seen as opposing forces in constant tension or, perhaps, flipsides of the same coin. Each must be balanced with the other in mind. On the one hand, innovators must develop concerted strategies to inoculate reform from attack, criticism and political pressures. At the same time, and as a potential by-product of such effort, a well-planned campaign to manage the powers-that-be may foster a culture that discourages transparency, self-reflection and self-criticism. As such, although this paper will open with discussion of the most obvious contributors to failure — premise and implementation — it closes by grappling with the hazards of power and lack of self-reflection.

### Failure of Design

The most obvious source of initiative failure is the bad idea, the incorrect hypothesis. Sometimes, planners just plain get it wrong, anticipating — and hoping — for an impact and finding none. Why do criminal justice innovators launch initiatives with poor initial designs?

**Poor understanding of target population:** Discussing a project piloted twenty years ago that provided direct social services to prostitutes, Tim Murray, currently executive director of Pre-trial Services Resource Center, says "Most of our clients, about 60 in all, disappeared within the first 30 days . . . because the premise was lousy." Describing the untested assumptions the project

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made about client lifestyles, Murray believes that there were fatal mistakes in the project's design from the get-go.

**Unrealistic expectations:** Even when an initiative is working, it may still be damned by failing to meet expectations. The very qualities needed to build initial momentum and rally support from staff and outside stakeholders — optimism and drive — can actually lead planners to overestimate or over-promise the impact of reform. Management of expectations — whether those of agency decision-makers, stakeholders, the public or even program participants — can determine a program's success or hasten its failure. For example, Project Greenlight in New York City was a comprehensive prisoner reentry initiative that was cut short after arrest rates were found to be higher for participating prisoners than for those of two different control groups, including one that received no re-entry intervention whatsoever. In its review of the effort, the Vera Institute of Justice identified that the program had created unrealistic expectations about available social services, that participants' hopes were dashed when they accessed the services, which in turn affected their ability to successfully re-enter the community.

**Unclear research guidance:** Despite wide acceptance of the need for evidence-based decision-making, many areas of criminal justice remain under-researched. Even where research does exist, it may be so loaded with caveats (not to mention written in a highly technical vernacular) that it offers little guidance for policymakers. In environments demanding quick decisions, policymakers need succinct assessments and researchers willing to make the most out of the available evidence. Without clear evidence, planners must sometimes make use of educated guesses — and guesses sometimes prove wrong.

**Failure to perform adequate research:** Adelle Harrell, a researcher at the Urban Institute, noted that some projects will steam ahead without investing enough time delving into a problem. Sometimes in the rush to get things done, officials don't examine research and end up choosing strategies that have already been tested and rejected in other locations. Ellen Schall indicated that the criminal justice world often finds it difficult to look beyond its own arena, and ignores ideas from other fields that might be relevant.

All of these causes of poor initial design suggest that innovators need to take time with their pre-launch planning. And here is the first of several paradoxes of failure. On the one hand an innovation's premise should be well-conceived and evidence-based. At the same time, a would-be innovator can be paralyzed by the unknowable. Herb Sturz of the Open Society Institute urged innovators not to obsess about mastering all of the potential variables and instead to plow ahead — "do something."

Sometimes, an initiative can fail to meet expectations, but produce meaningful unintended or secondary benefits; the primary objective may not be met, but the achievement of other objectives may sufficiently justify the initiative. Jeremy Travis, President of John Jay College of Criminal Justice and former director of the National Institute of Justice, highlighted this latter possibility in discussing a project he led early in his career, the Victim/Witness Assistance Project. The goal was to increase victim participation in the criminal justice system, particularly the level of victim and witness attendance in court proceedings. The original hope was that providing these services would result in significant increases

court participation by victims and witnesses. The project "failed" in terms of that measure — the level of attendance did not increase. According to Travis, "the services we provided — which were extensive, and of high quality — were not sufficient to convince victims and witnesses to increase their use of the . . . criminal justice system."

The story did not end there, however. The project was able to rebound and to continue its experiments with mediation and placing victim advocates in the courtroom. These services were determined to be valuable on their own terms, so were retained and expanded, leading to the creation of Victim Services Agency (now Safe Horizon), one of the nation's preeminent victim support agencies.

### Questions

- How can innovation be sold to skeptical audiences without creating unrealistic expectations?
- How can rational, measured planning avoid the trap of over-analysis and paralysis?
- How can researchers get their messages through to policy-makers?
- How can policymakers be better consumers of research?
- What are some of the other factors that can contribute to failure of design?
- What should innovators do in the absence of clear evidence?

### Failure of Implementation

The ability of innovators to implement what are apparently sound hypotheses is fraught with potential pitfalls. An innovator can have a great idea but be unable to pull it off. Assuming that a new idea makes sense, why do some projects fail at the implementation stage?

**Resources:** Simple deficiencies in resources are a natural constraint on innovation, whether they be budgetary constraints, staff limitations (both in numbers or skills) or the lack of access to information or technology. There just may not be enough staff, time, money — one can fill in the blanks — to do what's needed to get a great idea up and running. Funders, whether governmental or private often have limited attention spans; sustaining new programs over the long haul is a constant challenge for would-be innovators.

**Leadership:** The lack of an effective leader can often be the death knell of a new initiative. Analysis suggests that the first drug courts succeeded in part because a group of committed mavericks could, by "the sheer force of personality alone . . . , overcome bureaucratic inertia and skepticism" (Fox & Wolf, 2004). Tim Murray, who helped establish the first drug court in Florida, emphasized the important role that charismatic personalities play in driving success. An effective innovator also must be an effective project manager. Ironically, the success of an innovative leader can also contribute to subsequent failure of a model project, as innovators are promoted or seek new challenges.

**Commitment:** Short-term demands for accountability can terminate projects before they have had sufficient time to find their feet. While it is not unreasonable for funders and senior



leaders to demand to know what is going on, innovative projects need the space to try different approaches, to adapt and move forward.

**Ineffective or inadequate documentation, research or evaluation:** On top of the challenge of making an idea work in practice, it is critical to be able to document accomplishments. Gathering data from the outset of operations requires significant planning, staff support (many of whom may be uncomfortable with “numbers”) and effective technology systems. Even if a research plan has been mapped out, ensuring its successful implementation may be the last thing an innovator worries about, especially in the chaos of start-up. But by not documenting impact, an initiative may be unable to justify continued funding. Jeremy Travis noted that the limitations of research create another dilemma for innovators. On the one hand, in order to document causal change the scope of the innovation must be limited and discrete. With larger and more ambitious initiatives, it may be difficult to confidently ascribe cause simply because there are so many working parts. Thus, more ambitious initiatives may be vulnerable to criticism precisely because they cannot demonstrate a direct causal impact. Does that mean that big plans are more likely to fail? They may find it harder to document success — whereas more limited efforts, with fewer variables at play, may find it harder to *achieve* success, even if they find it easier to document it.

**The local landscape:** Lisbeth Schorr, professor at Harvard University, said, “In my experience, the biggest mistake . . . is thinking that because a program is wonderful, the surroundings won’t destroy it when they plunk it down in a new place. But . . . context is the most likely saboteur of the spread of good innovations” (Berman & Fox, 2002). Put simply, failing to adapt to the challenges of the local context is a common cause of failure. What might work in Los Angeles might not work in a small Louisiana parish or a Midwestern city with different cultural values. At the very least, model programs will need to be tailored to local customs and political realities.

Despite the wealth of project management literature that exists to instruct innovators on how to deliver programs, translating an idea into reality is not easy. Particularly important among these challenges is ensuring that the appropriate leadership is in place to implement the reform. Equally, there remains a central conundrum once a project has started: When do we decide if a reform is working and based on what criteria?

## Questions

- How do we identify, nurture and sustain the commitment of charismatic leaders? How do we innovate in their absence?
- How do we build systems that are capable of outliving initial pioneers?
- How can innovators persuade funders to allow them the time and resources to experiment and adapt over the long term?
- How do we measure the success of ambitious, multi-faceted reforms?
- How can managers balance the need to give innovators time and space with the need to pull the plug on failing programs?

- What steps can innovators take to understand the local context and adapt their ideas accordingly? How do innovators make sure that in the process of adaptation they do not alter the “active ingredient” of a model?

## Failure to Manage Power Dynamics

The need to manage power dynamics and political realities surrounding an innovation is perhaps the hardest factor to discuss. (For purposes of this inquiry, “politics” and “political realities” are defined as external forces, *i.e.*, those *not* related to the merits of a project, which can affect its ability to succeed.) Criminal justice reforms can be buffeted by democratically-elected or politically-appointed officials but also by budgetary changes and everyday dynamics within bureaucracies and between agencies. Michael Jacobson and Ellen Schall, both of whom have spent time in the public and non-profit sectors, observed that non-profits may have more space for their initiatives not to succeed, whereas governmental entities have too much at stake to allow projects to fail or be perceived as failing. How do power dynamics cause failure?

**Political influences:** Asked why she believes that reformers sometimes attempt to implement ideas already discarded by research, Adele Harrell contends that certain programs (like boot camps) are politically appealing even when the evidence suggests that they don’t work. It is important to note, however, that political pressure is not always a bad thing. Politicians often reflect the democratic will of the citizenry. Moreover, sometimes political pressure is the only force capable of overcoming entrenched obstacles and interests.

**Fiscal realities:** Fiscal decisions and crisis management can alter the landscape of a reform at the drop of a hat. Today’s priority can be tomorrow’s victim of budget tightening. If an initiative appears non-essential — often the case when new programs are compared to the core business of making arrests and processing cases — it may be the first thing placed on the chopping block in a moment of crisis.

**Inter-agency differences:** Bureaucratic boundaries, erected by mission, staff attitudes, leadership, organizational vision and even incompatible technology systems, can produce a dynamic of its own that leads to suspicion, resentment or a lack of cooperation among agencies. These differences in agency culture could provide a serious barrier to mutual understanding and effective partnership. The Midtown Community Court’s Street Outreach Services was an attempt to partner social workers with police officers to provide instant services to New York’s homeless population. After some initial success, the project has encountered on-going challenges over time due to staff turnover at the court and the reassignment of police officers and local precinct commanders (including some not suited or committed to outreach work), leaving participating staff who were insufficiently trained in overcoming the cultural differences between the two agencies. (Street Outreach Services was also affected by the withdrawal of private foundation support — a frequent challenge that innovators must face given that very few foundations make long-term commitments.)

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**Leadership and management influences:** Government leaders often demand a big splash or quick win with an innovation to satisfy short-term political realities. This pressure is often at odds with developing a successful long-term reform, which typically requires evaluation and evolution over time. In fact, Wagner School's Ellen Schall, said that some organizational leaders may order the implementation of an initiative, without implementing a process to allow the existing culture to adapt to the new policy or approach. As a result, short-term gains are sometimes achieved at the expense of more meaningful long-term reform.

With some agencies, the constant churn of senior management can prove a serious obstacle to sustaining reforms. Carol Roberts, the director of community corrections in Ramsey County, Minnesota, described outlasting eight separate corrections commissioners when she worked in New York City. And change in senior leadership can lead to the scrapping of reforms simply because they are identified as belonging to a predecessor. Gordon Wasserman, former Philadelphia Police Commissioner chief of staff, suggested that it was in police chiefs' interests to downplay their predecessors' achievements. After all, if they can convince others that everything had been lousy under their predecessor, success (or at least, the perception of success) is much easier to achieve.

Politics can be both a force for good and a cause of failure. And the impact of politics is hard to predict because it is shifting in nature, subject to changing administrations, leaders and fiscal fortunes. But one point is clear: even though it may be difficult to predict, politics cannot be ignored.

Managing political forces is not something that can be improvised — it requires deliberate planning. Innovators should resist the temptation to leave politics to fate. Mike Jacobson, for example, attributed the failure of one of his major initiatives as head of New York City's Department of Probation to the lack of forethought about insulating the effort from political change — his departure as commissioner and replacement by a new commissioner not wed to his effort. Similarly, Jeremy Travis spoke of inoculating reform efforts by strategically building a broad constituency of support and expanding the definitions of success.

### Questions

- Is the public willing to allow criminal justice organizations to experiment and fail with taxpayer money? Are politicians? Is the media?
- How can innovators use political forces to their benefit?
- How can policymakers fuse the political imperative to deliver change with a commitment to sound evidence-based policy?
- How can innovators manage the effects of politics at an agency-to-agency level?

### Failure to Engage in Self-Reflection

While an innovator must insulate reform from political pressures, such efforts can bring about another source of failure: the lack of self-scrutiny. The ability to remain objective about performance is vital to an innovation's long-term health. Without maintaining the ability to be transparent, self-reflective and self-critical, an organization — or an initiative — can eventually

lose its focus. It is perfectly understandable for people to react strongly to negative evaluations and missed targets. However, in most cases, these evaluations can give a critical insight into a reform and provide the impetus to adapt programs, not end them.

A recent study by the Center for Court Innovation on the effects of batterer programs and judicial monitoring in domestic violence cases in the Bronx, which found that neither produced a reduction in re-arrests, is a case in point. Rather than flatly suggesting that monitoring doesn't work, the study pointed to flaws in the way that monitoring was implemented in the Bronx. The study recommended that monitoring would be more effective if based on a better application of "behavior modification" principles (e.g., involving consistent and certain responses to any infraction). In response, New York State's court system has recommended greater use of graduated sanctions for domestic violence offenders under court supervision and compliance scripts to better explain to offenders how the court will respond to noncompliance.

The Bronx study offers one example of how evaluation and reflection can lead to mid-course adjustments that strengthen reforms. Unfortunately, many criminal justice stories don't have happy endings like this one. Why do many innovators fail to engage in self-reflection?

**Admitting failure:** People have a natural tendency to proclaim their successes and hide their failures. Funders like successful organizations with strong track records. This can result in organizations trumpeting (and recycling) their success stories. The incentives to learn from their failures are less obvious. It can also lead to organizations continuing with initiatives which have outlived their utility. Innovations can work in a particular time and place, with particular staff, but then their time is up — staff leave, populations change — and programs are no longer as effective.

**Acting on failure:** Failure to recognize disappointing performance can be compounded by failure to do something about it. Herb Sturz believes projects can fail when no one pulls the plug on inadequate performance, of both individuals and programs as a whole. This failure to maintain vigilance has particular relevance where management feels a sense of loyalty to people or the project. John Feinblatt, New York City's Criminal Justice Coordinator, believes that leaders need to have the courage of their convictions if they think a project is costing too much, not producing significant results or failing to meet expectations.

**The conflict between performance and learning:** The need for organizations to hold staff accountable for performance is often in conflict with the desire to allow staff to experiment. Staff are rewarded for meeting agreed-upon objectives with managers, so why experiment? In *Business Week's* series on failure, one private sector consultant framed the dilemma this way: "The performance culture really is in deep conflict with the learning culture" (*Business Week*, 2006). Moreover, the kind of skills that might make someone an effective administrator — the ability to motivate, manage deadlines, juggle multiple tasks — may not be the same skill set that makes someone good at reflection.

**Organizational conformity:** Some agencies have internal cultures that reward conformity at the expense of experimentation. Jack

Welch, former CEO of General Electric, described GE's internal culture as 'superficial congeniality' where the contribution to the orderly and consensual conduct of business was valued more than externally measured achievements. "Facing reality was not one of the strong points . . . it . . . made candor extremely difficult to come by" (Welch & Byrne, 2001). John Feinblatt expressed the belief that it was leadership's responsibility to counter this tendency by continually asking why things were being done in the way they were.

**Institutionalization leads to bureaucratization:** Tim Murray believes that as soon as innovators decide to pay the 'fatal price' of concentrating on accessing funding and replicating themselves, a type of cheerleading culture is created where the job becomes *only* to have success. The creation of this type of culture leads to risk aversion and less tolerance of variation as the model is rolled out; the result is that experimentation and innovation can grind to a halt.

Adopting a self-critical stance may be central to successful long-term innovation, but the barriers to achieving this are considerable. There is a tension between accounting for performance and providing the freedom for staff and organizations to test out new ideas. There is an understandable fear that too much internal scrutiny may provide ammunition to an initiative's political foes. That said, those tensions can be creative; performance measurement can serve as a powerful motivation for leaders to change and improve.

**Questions**

- How do we make self-reflection a core organizational value within criminal justice agencies, as opposed to a luxury that can be easily tossed aside?
- Is the performance culture really in deep conflict with the learning culture? If so, how do we manage that conflict?
- Does innovation inevitably fail when it is institutionalized? Does institutionalizing an initiative change the definition of success and failure?
- Is it possible to protect innovators from the day-to-day pressures of managing large bureaucracies?

**Conclusion**

From the social problems that often underlie criminal behavior to the thousands of individual decisions that result in crimes, the criminal justice field is the product of failure itself. There is and always will be a continual need to innovate and find new ways of tackling both emerging and persistent public safety problems. This 'red paper' is merely a small step in opening discussion on the subject of failure within the criminal justice system.

The paper has identified four principal causes of failure:

- Failure of design
- Failure of implementation
- Failure to manage power dynamics
- Failure to engage in self-reflection

While the first two of these factors are self-evident, it is the interplay of the last two that is the most challenging to navigate. On the one hand, the realities of power and politics — inter-agency, budgetary or otherwise — are minefields that pose real

threats to reform and must be addressed. On the other hand, the most effective tools to combat such dangers may bring about their own challenges — namely, an unwillingness to be self-reflective.

Although it may never become a desirable outcome, failure should not be seen as the behemoth in the corner that needs to be avoided at all costs — provided that it is properly analyzed and used as a learning experience. Only by regarding failure as a partner and precursor to success will organizations become comfortable with experimentation. Only if innovators believe that they will be given the freedom to experiment, and not be punished for well-intended missteps, can the criminal justice world continue to change, evolve and improve.

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## LEADERSHIP AND ITS IMPACT ON ORGANIZATIONS

by

Melissa Cahill, Ph.D.

Organizations, both public and private, are under increasing pressure to perform and to show their constituents the results of their efforts. As such pressure increases organizations find themselves in dire need of leaders who can withstand the pressure and produce results. Additionally, as the “baby boomers” age we in community corrections face a crisis of leadership, as the leaders of today leave and there are fewer leaders to take their place. In order to ensure there are a respectable number of quality leaders available for community corrections, it is our responsibility to educate others about characteristics of effective leaders and ways to develop leadership potential. To that end, I had the opportunity to interview two current leaders in our field and review current material on leadership, including Paul Light’s book *The Four Pillars of High Performance: How Robust Organizations Achieve Extraordinary Results*. This article summarizes what I discovered in terms of the importance of leadership in organizations, those characteristics that make a good leader, and how to develop your leadership potential.

The two leaders interviewed for this article were Dr. Ronald P. Corbett, Jr., and Richard Crawford. Dr. Corbett has been Executive Director of the Massachusetts Supreme Judicial Court since 2000, and has worked in corrections for 27 years. He is a well-respected leader in the field, having previously served as President of the National Association of Probation Executives. Richard Crawford has served as Chief U. S. Probation Officer for the District of Hawaii since 2005. Mr. Crawford is involved in an overhaul of the federal probation system in Hawaii, helping move his District towards more evidence-based practices.

Before discussing how leaders impact their organizations, it is first important to articulate what defines high performing organizations. In his book *The Four Pillars of High Performance*, Light examines what distinguishes such organizations from the average or mediocre ones. He utilizes the expertise of the RAND Corporation to delineate these characteristics. RAND has been a leader in research on organizations and organizational performance since its inception in 1945. RAND, which is an acronym for research and development, began in 1945 as part of Douglas Aircraft Corporation and is recognized as the first “think tank.” RAND became an independent nonprofit organization in 1948, and since that time has expanded to a staff of over 1,600 researchers. Its expertise is sought by governments, nonprofit organizations, and corporations throughout the world. Light’s book is a synthesis of analyses based on unstructured interviews with more than 100 of RAND’s principal investigators, a survey of 126 of their researchers, and content analysis of several hundred reports issued by RAND as a result of its various research projects. From this research Light concludes that high-performing organizations are characterized by four things: alertness, agility, adaptability, and alignment. Specifically, “high-performing organizations must be alert to changing circumstances, agile in addressing vulnerabilities and opportunities, adaptable in taking alternative paths to their destination, and aligned around a clear purpose” (p. 63).

To further articulate these four pillars, Light completed statistical analyses which identified those characteristics that best

predict high performance. These characteristics are centered around the areas of strategy, internal structure, leadership, resources, and incentives. In terms of strategy, high performing organizations sharpen their mission and measure results. Their internal structure allows for delegation of authority for routine decisions, and they invest in new ideas. Leaders in high-performing organizations foster open communication. Finally, high performing organizations increase access to information and set strong incentives for performance.

Although at first glance Light’s analysis does not appear to emphasize leadership, leadership is in fact crucial to the development of the four pillars. The importance of leadership is perhaps best captured in a quote from RAND researcher James Dertouzos:

Most RAND researchers believe that organizational performance is mostly about the sum of individual contributions. If that is the case, then good leadership is really mostly about hiring, motivating, and retaining a high-quality workforce and creating a healthy work environment that encourages risk taking, allows a large degree of autonomous decision making, and provides the resources and support so that individuals can be successful (p. 50-51).

Thus, leadership is a critical component of high-performing organizations. If that is true, what makes a good leader?

Despite the popular focus on personal characteristics of leaders, Light argues that “it is not the leader’s characteristics that matter most to success. Rather it is the leader’s commitment to this mission” (p. 242). The leaders interviewed for this article seem to agree. Dr. Ronald P. Corbett, Jr., defined leadership as “a mix of vision, courage, and modeling. You must have a clear direction for the organization, be willing to make difficult, provocative decisions, and lead by example. As Ghandi said, ‘be the change you wish to see in the world’.” Richard Crawford agreed that leadership is the process of bridging managing and mission. He described the task as one of managing well and taking the organization fully toward the accomplishment of the mission. He emphasized that one needs to be driven by passion in order to have people believe in what you want to accomplish.

Once you have established a clearly articulated mission it is critical that you constantly communicate your sense of mission. Corbett stresses taking every opportunity to communicate and reinforce that mission “until it is in the DNA of the organization . . . . You also must live out your mission in your daily work. Don’t get trapped by the tyranny of the mundane. My favorite word in the English language is relentlessness. Every day ask yourself how you are going to live out your mission.” Once the mission is clearly articulated, leaders must bring out the best in their staff in order to accomplish the mission.

Although Light focuses on leader’s ability to develop and communicate mission, the ability to develop high-performing staff also appears to be related to leaders’ personal characteristics,

and Light does discuss what characteristics will be increasingly important for future leaders:

Organizations are desperate for leaders with general cognitive strengths such as problem-solving and analytical ability, strong interpersonal and relationship skills, tolerance for ambiguity and adaptability, and personal traits such as character, self-reliance, and dependability. Specialized skills are less and less in demand (p. 194).

He also states that, in his survey of RAND researchers, 66% said that leaders of high-performing organizations should be honest and trusting. Goffee and Jones (2000) suggest that four personal characteristics are important for leaders to build ability and credibility. First, they must selectively show weakness. Willingness to admit to flaws establishes trust, while acknowledging that you aren't perfect helps build solidarity and authenticity. However, they caution that a leader should not expose a weakness that could be seen as a fatal flaw. Secondly, leaders must learn to rely on intuition and "soft" data. They must also manage with tough empathy, giving staff what they need, not necessarily what they want, focusing on those things that will further the mission. Finally, leaders capitalize on their uniqueness as a way to inspire staff. Goleman (1998) suggests that great leaders also have a "deeply embedded desire to achieve for the sake of achievement, passion for the work itself" (p.99).

Corbett noted that listening is hugely important when bringing out the best in staff; hearing staff's interests, concerns, and ideas can engage and motivate them. Crawford agrees, stating he has learned that effectively addressing employee concerns such as daycare and flex time frees staff up to learn and do more with the mission. Similarly, Goleman (1998) indicates that leaders should have "friendliness with a purpose." In other words, socialization with staff should help move people in your desired direction.

Another crucial skill for today's leaders is the ability to respond to and manage change. In fact, Kotter (2001) suggests that good management is about order and consistency, while leadership is about coping with change. Such ability is increasingly important, as organizations are facing new challenges and, as Judge Williams writes in his 1994 article "Envisioning the courts: old myths or new realities?," "public organizations that fail to adequately respond to public needs and expectations are in trouble" (p. 45). He goes on to write:

We must change from an organization based on status and hierarchy to an organization based on the competency, empowerment, and interdependence of all its members . . . Measuring is critical to improving and the process of improving must be continuous. Every good organization must constantly ask 'how are we doing?' and every good organization must constantly be looking for those areas where it could be doing better (p. 48-49).

Light indicates that "organizations must constantly challenge their own prevailing wisdom about the path they have taken," emphasizing that good leaders will challenge even their own prevailing wisdom. White (1997) notes that future leaders must also be comfortable with uncertainty and what he terms "difficult learning," stating "intent to seek knowledge will become the most valuable currency" (p. 22). Difficult learning is defined

as "deliberately scouting areas for potential business benefits and developing capabilities in yourself, your people, and your organization to meet the challenges" (p. 22). Light also notes that leaders must keep experimenting, and that a high-performing organization "seeks and recognizes each incremental success, detects failures before they get out of hand and learns from them" (p. 238-239).

Much as the literature on effective leadership has changed over the years, both Corbett and Crawford indicated that their view of leadership has changed with time. Initially they focused on the "technical" aspects of leadership, those which might now fall under the term management. They now view leadership in a more focused way, emphasizing areas such as interpersonal skills and integrity. Such a view is consistent with Goleman's 1998 article, "What Makes a Leader," in which he argues that emotional intelligence is twice as important as technical skills and IQ. Emotional intelligence is characterized by five components: self-awareness, self-regulation, motivation, empathy, and social skill. Self-awareness is the ability to assess yourself realistically. Self-regulation involves the ability to control your feelings and impulses, which creates an environment of trust and fairness. Effective leaders are also highly motivated to achieve, and are committed to the organization rather than themselves. Finally, empathy and social skills allow leaders to develop an environment that fosters better performance, job satisfaction, and decreased turnover.

Another factor emphasized by Corbett and Crawford is courage and determination. Corbett stated he now reserves the title of "leader" for only those people who are unfailingly courageous in their work. He states: "being a leader takes more courage than I realized at first. You often find yourself swimming against the tide, the staff, the climate, even your own boss." Crawford focused on determination: "I am more determined now than before, I no longer believe it when someone says no or you can't do something. I'm willing to be patient about things, knowing that I can make it happen."

So how do you become an authentic, courageous leader, willing to challenge yourself and the organization, and optimistically face change? Formal education or training can be of some assistance. Crawford in particular suggests graduate school coursework on entrepreneurial leadership, especially for those who have only been exposed to government, because it develops your willingness to take risks and not be satisfied with the status quo. He stated "government is risk averse, but I've been trained to be risk permissive." Corbett is more equivocal about the benefits of formal education:

I'm not persuaded that education is a guarantee for being an effective leader . . . probably the best training is to work under a true leader . . . get close to those leaders, and learn all that you can. It's difficult to identify a good organization in the public sector, but look for those who have public accountability and transparency, those that have clear and convincing evidence that they have done a good job.

These leaders provided additional words of wisdom for emerging leaders. Perhaps most important, Crawford stated that you must have the passion of your mission in mind, and stay inspired because it is lonely at the top. Corbett says we must also "be willing to get on the accountability train. Accountability in public agencies is not going away. Become transparent on stated

objectives. Good leaders are willing to be judged on those objectives." Crawford states that you also have to be willing to have differences with people you respect. Truly great leaders can have professional differences and continue to work with those with whom they disagree.

Reflecting on my analysis of leadership literature and the interviews with Corbett and Crawford, I have come to an even greater realization of the complexity of leadership. One needs to have not only technical skills around such process issues as change management, but also a deep understanding and awareness of people, including yourself. One of the most compelling dimensions to me is that of courage and determination. These leaders discussed the importance of knowing your mission and staying with it, despite obstacles that occur or changes in the political climate. I particularly liked Dr. Corbett's characterization of needing to be relentless and not letting yourself be sidetracked by other issues.

In the end, leadership is a monumental task that should not be taken lightly, as it requires a level of commitment and dedication that many people are unwilling to give. Before choosing such a path, you should take an honest inventory of yourself, your willingness to accept the challenge, and your ability to grow into the leader your organization deserves. And perhaps most important, we must be willing to build leadership potential in others, for as Kotter (2001) states "institutionalizing a leadership-centered culture is the ultimate act of leadership."

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## ESTABLISHING A COMPSTAT-BASED PERFORMANCE MEASUREMENT SYSTEM AT A COMMUNITY CORRECTIONS AGENCY

by

John Evangelista, John Corrigan, and William Geoghegan

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This is the second article in a three-part series about developing and using a performance measurement and accountability system at a community corrections agency.

### Abstract

Performance management is now an established principle in American government. Public safety agencies such as police and correction departments have been at the forefront of establishing systems for performance measurement and accountability in the past decade. The value of adapting the same type of program to a community corrections agency has been proved in several jurisdictions in recent years. This article presents a step-by-step approach to establishing a performance management program at a community corrections agency. The actual program cited in this article is STARS, the performance management system developed by the New York City Department of Probation in 2001.

### Introduction

Chief executives of community corrections agencies who consider implementing a performance management system must weigh several factors before proceeding, since the decision produces fundamental changes in the way the organization conducts business and may require a significant investment in human and material resources. This article focuses on the "how to" aspects of creating a CompStat program once the decision to establish a performance management system has been made.

A brief definition is in order before proceeding. A CompStat-based performance management system is comprised of two components: data-driven performance measurement and accountability exercises. These two elements must be developed jointly and with equal attention to detail in order for the new system to launch successfully and grow into a valuable asset for the organization.

## Getting Started

Once the decision to develop a CompStat program has been made, adherence to sound business practices and project management principles must be followed in order to create a system that is efficient, produces valid results, and adds sufficient value in return for the agency's investment. In addition, developing the "critical path" for a CompStat project implementation timeline is almost completely dependent on a disciplined, systematic assessment of the agency's mission, goals, and objectives, and should be completed according to established project management principles. If this type of expertise does not exist within the agency, some outside technical assistance may be required.

The program development methods described below, aimed at establishing a CompStat program primarily from existing resources, rather than through a large increase in staffing, equipment, or technology infrastructure, are based on two sources. First, the experience of the New York City Department of Probation's Management, Analysis & Planning Unit in developing its Statistical, Analysis & Reporting System (STARS) is cited. STARS was created in 2001 utilizing a "rapid deployment" model. Second, research from the fields of public administration, criminal justice, and management consulting was reviewed to find other examples of developmental work related to performance management initiatives in both the public and private sectors. Based on these parameters, the entire project — from development, to initial launch, to long-term implementation and review — was broken down into five discrete components.

### Part 1: Assembling a Team

The first step in the process is to assemble a team that can successfully complete the project. The agency's chief executive must be the program's champion and main sponsor, creating a working group for whom the CompStat project is the top priority. Conventional wisdom in the field of project management suggests that this working group should consist of no more than eight to ten individuals (Robbins, 2004). Each individual member must be allowed to make the CompStat project a top priority, and be fully committed to the project team regardless of other responsibilities. The project lead should have some background in formal project management, be of sufficient rank to make executive-level decisions, and have direct access to the chief executive. The team will also need skills in the areas of training, program development, and analytical functions (both operational and technical).

Regarding the team's project manager, a current operations manager might seem like an obvious choice for this role, but there are two factors to consider before deciding. First, will you compromise the manager's ability to manage his or her remaining workload? This is a major consideration, because it is likely that the manager's plate is already full. Adding a major project to that workload might tip the scale, unless someone else can help with his or her other responsibilities. Second, can he or she maintain the objectivity and commitment essential to achieving the desired outcomes in a CompStat environment? Operations managers tend to work closely with supervisors and individual staff members, and might have difficulty being objective. These conflicts may steer the agency toward selecting a team leader from outside the normal operational structure if resources allow.

Project managers need access to all levels of the organization to keep communication lines open and provide project status up-

dates. As such, they need to possess the following attributes: be a good communicator up and down the chain of command, inspire a shared vision, be respected by peers and staff, be enthusiastic, persuasive, able to empathize, cool under pressure, a good problem-solver and team builder. Finally, the team leader must understand the concept of a project life cycle and be able to keep the project on course throughout the developmental stages (Din-smore, 1990; Thamhain, 1993).

Once the team has been assembled, the chief executive must conduct internal and external outreach, both to inform the necessary stakeholders about the initiative and to improve its chances for success. Resistance to change is natural and should be expected, particularly from those most directly affected by the new system. The term "performance management" alone is enough to send shudders (or snickers) throughout the ranks of an organization, so a well-structured, informative public relations effort is an absolute necessity. This will give the project team a distinct advantage when conducting the first round of contacts with their colleagues and community stakeholders during the initial planning stage of the project. While it is important for the agency head to be a tireless cheerleader during the lead-in to the project, the key to being an effective sponsor and spokesperson for the initiative is to "under-promise and over-deliver" regarding the impact the CompStat program will ultimately have on the organization.

### Part 2: Project Launch (Developmental Stage)

The team's first major task is to create a project management plan (Highsmith, 2004). Contrary to many public managers' previous experiences (particularly with paid, outside consultants) the purpose of developing a project plan is not to produce multi-colored Gantt charts that consume entire conference room walls, or thick ring binders with every project task and resource identified by name. The purpose is simple, and also the single greatest predictor of success for a reengineering project in a large-scale organization.

This may appear to be the most daunting aspect of completing a performance management project, particularly for smaller agencies that lack an established management analysis and/or project management infrastructure. Starting out with a blank sheet of paper and attempting to create a blueprint for change that affects an entire agency is indeed a major challenge, but need not be a stumbling block or prevent the project from occurring. By breaking down the entire initial planning stage into increments and dividing the workload sensibly, this process can be accomplished in five business days, and should consist of no more than ten written pages of material in outline form. If time and budget allows, an off-site retreat is the best method for the team to initiate the project management plan without interruption. Failing that, the team must be allowed to work uninterrupted at their own agency for the amount of time required to develop the project plan.

The project management plan must clearly articulate the following elements of the program:

- Agency Mission, Goals, and Objectives
- Work Scope
- Critical Path
- Resource Plan
- Performance Standards

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### *Mission, Goals, and Objectives*

Before a Project Management Plan can be developed, a well-articulated mission statement must be in place and embraced by the agency. The purpose of a mission statement is to define the organization's overarching purpose, based on its unique values, philosophies and goals (Boone and Fulton, 1996). It provides the following benefits to the project:

- Unifies staff on all levels towards a common goal
- Provides a reference point for decision-making
- Builds on past accomplishments
- Empowers organizational change
- Motivates innovation
- Clarifies future direction

Once the mission has been defined, the next step is to develop organizational goals. Identifying tangible goals that are related to the agency's main operational components create direction for the organization and make it possible to develop precise business objectives. A logical framework for goal setting within a community corrections agency is to analyze the main functional areas, such as investigations, intake, and supervision, and then identify desired end-results. For example, an actual goal of the New York City Department of Probation, as stated in the City's bi-annual Mayor's Management Report, is to provide timely and accurate investigation reports to the courts.

Once agency goals have been established, the next step is to identify discrete objectives that relate to each goal. An objective is something that needs to be accomplished, usually based on established standards and/or time frames. Objectives are intimately related to the performance measurement construct, and they serve as the building blocks for valid indicators. Objectives always begin with an "action word" and must be specific, measurable, actionable, realistic and time-bound. If objectives are formulated correctly, performance indicator development should proceed efficiently. The key is to limit the amount of objectives to a manageable number by remaining focused on the agency's major goals. The role of the team leader as an idea-generator, mediator and decision-maker at this stage is critical to prevent the team from becoming mired in disagreement or indecision.

### *Work Scope*

By defining the scope of the project, you are setting parameters, literally building the "box" to hold the project plan. It contains the details of how the project will be accomplished, and tells you what is both inside and outside the "box." It sets limits on the project. A good project definition is a defense against "scope creep," the gradual (or not-so-gradual) expansion of the project as it unfolds. This is especially true when developing performance measures. It is important that priority areas are identified by the senior executive structure. It is recommended that you start with no more than three major organizational areas (some examples are: investigations, supervision compliance, misconduct, recidivism, employment, drug testing, special conditions, curfews, restitution, etc.). This limited focus will get the project off the ground and can be always expanded, modified and enhanced during the project's maintenance stages.

### *Critical Path*

The project team must perform a critical path analysis. This is used to predict project duration and is useful for both scheduling

and resource planning. It identifies each project task and dependencies among tasks within the project. When all major tasks are listed, reasonable durations for each are set, and dependencies are factored in, the team can calculate the longest time necessary to complete the project (the critical path). It is important to know which tasks can happen independently versus those which must be done sequentially. The relationships between tasks must be understood by the team. It is important to avoid the common mistake of arbitrarily setting an implementation date, and forcing the team to "back into" the date by making the duration of the project fit the time allotted.

### *Resource Planning*

Once the project tasks have been identified it is essential that human, equipment, material, and available data/information resources are assessed and made available to the project team. In performance indicator development the most important resource is the human element. Subject matter experts (SME's) can facilitate the implementation process. These experts are knowledge repositories for business processes and can advise where data/information resides. Each of the major areas that have been identified for performance measurement should have an SME within the organization, particularly in cases where no reporting infrastructure exists and new reports must be developed. While SME's are often not members of the CompStat project team, they must be available when critical developmental tasks are at hand, as well as during the validation stage for new reports.

Computer power is also important and needs to be made available to the project team. Both hardware and software programs can assist in securing the "low hanging fruit", namely the best of what already exists in the agency's reporting structure. In New York's case, the rapid deployment model dictated that the project team identify performance indicators primarily from existing reports, and limit new reports to those that could quickly be developed on universally available spreadsheets. This kept the material resource costs of the CompStat project manageable.

While minor contingencies must be made for unanticipated costs that arise during any large-scale project, the resource plan should convey the main human and material resource requirements during the developmental stages to the chief executive. This also assists the agency in calculating the long-term costs of establishing a CompStat system.

### *Performance Standards*

Setting performance standards is essential, and serves to hold the CompStat team responsible for performance management within their own project. It is akin to conducting a CompStat exercise on the team's own project plan. Simple guidelines about task completion, reporting methods, deadlines, accountability measures, and procedural requirements are sufficient, and serve as the basis for permanent CompStat program rules. The purpose of this stage is not to reproduce or re-write the agency's existing standard operating procedures (SOP's). Public safety agencies often go overboard with SOP's, and every community corrections agency official can relate to being ruled by the ring binder and other rulebooks on their desk. Therefore, the CompStat project should create an opportunity to establish clear, concise performance standards that the agency can use to move toward data-driven performance measurement and individual accountability. A simple way to make the transition and get started on this task is to view SOP's as being inflated because they are filled with potential exceptions,



while performance standards for CompStat focus strictly on the business rules required to complete the mission.

### Part 3: Developing Performance Metrics

Despite its intimidating title, part three is quite manageable if approached sensibly. Performance metrics are simply defined as measures of an organization's activities and performance. The following example illustrates an approach that will help define effective metrics (Arveson, 1999).

1. What are you doing?
2. How well are you doing it?
3. How do you know how well you are doing it?
4. How can you demonstrate to others how well you are doing it?

If you applied those four questions to objectives related to each of your agency's major goals, you could then quickly develop key performance indicators (KPI's) that measure how well individuals and units perform mission-critical operational, tactical, or strategic activities. KPI's can generally be divided into either leading or lagging indicator categories, with leading indicators measuring activities that have a significant effect on future performance, while lagging indicators measure the output of past activities. (Eckerson, 2006).

The project team should ideally develop KPI's that measure outcomes, rather than simply counting outputs or tracking workload. In the real world of community corrections, however, there will always be a place for output and efficiency measures, and these types of indicators are helpful in determining proper resource allocation. Once indicator development begins, focusing on the agency's goals and objectives in its main functional areas should result in a combination of output, efficiency, and outcome measures at the onset of a CompStat program. This mixture of indicator types — rather than the ideal of creating outcome-based measures exclusively — is necessitated by the need to obtain performance measures without completely restructuring the organization's existing reporting infrastructure. An exception to this rule would be an agency that concurrently developed an automated case management system during their CompStat project. The case management system should be built on a true data warehouse that included data reporting and analysis tools, to serve as a platform for both standardized and ad-hoc management reports.

The viability of quickly launching a CompStat program at an organization that does not have a true data warehouse involves finding some indicators by reviewing existing reports, and creating new indicators from spreadsheet-based data forms. At smaller agencies, non-legacy databases created for use at desktop computers can serve the same purpose for a limited time, but lack of scalability and the steeper learning curve required for a system-wide database launch are deterrents. Reviewing existing management reports for valid, reliable measures is a critical step in this phase of the project.

The best way to get KPI development off the ground is to allow brainstorming to occur within the project team, based on the agency goals and objectives, in the interest of identifying many potential performance measures for the system. The true test of the team, however, occurs during the vetting process that ultimately results in the final indicator set. For example, the initial list of indicators developed for New York City Probation con-

sisted of 60 separate measures. The final set totaled 20 indicators, with 14 coming from existing reports and six that were created as a result of the CompStat project. The indicators that didn't make the cut were kept for future reference, and some have since made it into New York City Probation's STARS system.

The project team must test CompStat data sources for validity and reliability. In addition, when selecting key indicators it is imperative to consider the impact that data collection and reporting will have on daily operations. In the ideal model, data required for quantitative or qualitative analysis will be acquired during the routine work process. For instance, offender pedigree information may be gathered as part of the routine case intake process, as well as conviction charge and criminal history data. If analyzing recidivism is a priority, ensure that the routine work process includes entering all of the key data items for re-arrests.

Valuable metrics may also be added by collecting data that is not essential for routine supervision but is necessary to monitor performance or compliance. Data collection should be organic to the work process. If this is not possible, then its impact on operations must be carefully measured, since the yield of a key performance indicator should exceed the work required to obtain it. Manual data collection and reporting is particularly labor-intensive, so the number of KPI's that are derived from manual sources should be limited to mission-critical activities.

An actual example from the STARS system helps to illustrate these points. When New York City Probation decided to make probationer compliance a major element of the STARS program two years after its initial launch, the existing automated case management system did not store appointment information or contain the labeling to report the information in a standardized, storable format. This meant that case compliance had to be reported off-line, adding an extra step in the line staff's work routine. Probation Officers had to enter case appointments into the case management system, but also had to maintain a separate Excel spreadsheet containing data related to office and field contacts. Supervisors consolidated the individual officer compliance sheets into a unit report, which was then further consolidated at the branch and borough levels. These administrative tasks had to be incorporated into the daily work routine, forcing additional workload into existing staff-hours. Since case contact compliance is an essential element of the Department's overall mission, however, the value of the data collected — within the context of evaluating the agency's differential supervision model — outweighed the cost of the added workload.

Goals, objectives, KPI's, and standards must also be placed in the context of the "real world" of daily operations. Set realistic goals, but be open to adjust standards. New York City's initial goal for case compliance for high-risk adult probationers set the minimum number of required home and office contacts very high. As a result, during the initial stage of STARS compliance reporting, officers could not perform the administrative tasks associated with STARS while completing required contacts, maintaining case records, filing violation reports with the courts, addressing correspondence, and other required tasks. After a six-month review, the Department determined that it did not factor in all of the daily activities associated with routine supervision when setting minimum contact requirements. Standing alone, it seemed feasible for an officer to make four home contacts and two office contacts each month. A few months after implementation, however, case compliance was not at the goal of one hundred percent. The contact requirements were then adjusted

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to a minimum of two home and two office contacts per month, based on a maximum caseload of sixty-five high-risk offenders per officer. Within the next calendar quarter, case compliance was above eighty-five percent citywide and soon reached and maintained rates in the high nineties.

### Part 4: Implementation

Once performance measures are identified and management reports are aligned with the new system, the team must prepare their colleagues for implementation. The need to identify and apportion training responsibilities is critical to a successful rollout. Remembering that CompStat is a two-tiered system is a good place to start, and makes curriculum development manageable. The analytical types on the team should develop a concise training module on monthly reporting requirements, standardization, and any technical issues related to new reporting mechanisms. The operational specialists should be assigned to training on day-to-day accountability within the chain of command, conducting CompStat meetings, interpretation of data, and presentation skills. Finally, these training components must be synthesized so the organization's leaders can use both elements of CompStat to create new reporting measures as the system evolves over time.

To improve the trainers' chances for success at winning over colleagues — whose initial resistance may exist on a spectrum ranging from indifference to skepticism to fear — CompStat training should emphasize both the quantitative and qualitative benefits of a performance management system. The quantitative side of data-driven management and accountability is relatively easy to demonstrate; the qualitative improvements that take hold in a successful CompStat initiative are less tangible, but potentially more valuable to the individual worker. For this reason, emphasizing the improvements in communication, teamwork, and feedback that result from CompStat are helpful, and can be used to show staff how increasing a unit's effectiveness and efficiency ultimately benefits all workers in the group. Finally, emphasizing CompStat's effects on improving a community corrections agency's primary mission — protecting the public — should be a major priority.

The training materials should be constructed in a way that lowers workers' resistance to performance management as a way of doing business. The intimidation factor associated with implementing CompStat is real and should be faced head-on, rather than practicing avoidance or sugar-coating the organizational change that is about to occur.

Despite the best efforts of the project team and trainers, some individuals may not adjust to the new system. Older managers in particular may struggle to adjust to CompStat, because it affects them in two sensitive areas: technical skills and their professional comfort zone. Technophobes may find CompStat harrowing due to its emphasis on computer-based data collection and reporting. When combined with the need to interpret performance-based monthly reports and adapt management strategy accordingly, the required adjustments may be an insurmountable obstacle. The New York City Probation and Correction Departments did experience some attrition among older officers and managers during the first two years of their CompStat programs.

Large-scale training can be especially difficult to conduct efficiently in a public safety agency due to coverage issues. For this reason, the CompStat training module must include a "Train the Trainer" component, so local commands can take ownership of

the new system and get their colleagues trained on their own terms, rather than on one established by headquarters. Once the system is actually in place, attendance at monthly CompStat accountability meetings is a valuable training aide.

As the actual implementation date draws near, the chief executive should conduct a second round of outreach to all stakeholders. Even if it is approached in a more informal manner than the first phase of outreach, it sends a signal that CompStat is legitimate and represents the future direction of the agency.

CompStat accountability meetings are structured events, and must be planned properly to ensure effectiveness during the kick-off stage of implementation. The reviewing team must consist of senior executive staff. Individual members should be introduced to CompStat principles in order to contribute to the reviewing process and to ask the right questions. The chief executive must be the leader in maintaining a proper flow of information and productive discourse during actual meetings at the onset of the project; this skill must be learned by the other members of senior executive staff as the program evolves.

The technical and administrative infrastructure required for monthly CompStat program production is another planning task associated with this phase. The project team must assign responsibility for monthly production (handouts, audio/visual equipment, graphics, quality control of the CompStat report, summarized reports to senior staff) to an individual or group who will assume these tasks after the program is underway.

Conducting a practice CompStat accountability meeting prior to implementation will help managers adjust to their new responsibilities and to the expectations of senior executive staff. These sessions can also prompt line units to conduct their own "mini CompStat" meetings within their own commands, which are essential to grooming young managers for participating in actual performance reviews.

### Part 5: Long Term Issues

Performance management systems are not static entities. The long-term requirements related to maintaining effectiveness are straightforward but must receive top priority from the individual or group assigned to running the CompStat program.

#### Personnel

A well-planned and effectively implemented Compstat program will serve as the foundation for long-term success. As previously mentioned, human resources are the organization's biggest asset. Attention to personnel issues is a pre-requisite for performance measurement programs. The performance management mantra must be integrated into fundamental training modules and become part of the organization's "DNA." Strategies regarding staff changes and reassignments need to be developed. Performance review that is instituted at all levels will become second nature and hand-offs for this function will become part of the routine transfer of management responsibilities. In order for this to occur managers need to be groomed for CompStat:

- This requires understanding that business processes are their "assets". They are organizational machines that drive the agency towards its mission and goals.
- They must embrace the belief that these "assets" need gauges that measure their effectiveness and act as guides to adjust their activities.

- They must perform relentless review of the measures.
- They must develop the ability to articulate the findings of their review to upper management, and to staff that reports to them.
- Once they have well-articulated findings they need to develop an action plan in response to the findings. This action plan needs to be developed in preparation for the CompStat meeting. The groomed CompStat manager is solution-oriented.

#### *Need for Updating/Continuous Improvement*

A key management function is feedback. Not only does the organization need to review data and information but it must continuously ask the hard question . . . “Is the indicator an effective measure and in line with the agency’s mission and goals? The CompStat program needs to have a built-in mechanism for updating and improving performance measures. This means that continuous change, adjustments, and enhancements need to be accepted and dealt with as a normal course of business. KPI’s must be tested for relevance on a regular basis. There should be a formal indicator review process built in to every CompStat program.

#### *Historical Trends*

Once a performance management program is in place for a sustained period of time, comparative analyses, trending studies, aging analysis, before/after studies, etc. can be performed. The analytical skills needed to interpret this data also must be developed within management ranks in order to profit from the power of the performance measurement system.

#### *Increasing Scope/Evolution*

We stated earlier that during the implementation stages you should focus on no more than three areas for performance indicator development purposes. In time, these will expand as the organization develops a culture of performance management. This is a desired course and natural progression. This needs to be cultivated and encouraged via organizational development efforts.

#### **Conclusion**

Establishing a performance management system at a community corrections agency can be accomplished by setting up a five-part project plan that divides the process into manageable components. The organization’s chief executive must sponsor the project, and select a team comprised of a strong leader and experts in various subject matter areas. The project team must create the CompStat program based on a two-tiered system consisting of data-driven performance measurement and accountability exercises.

Writing a strong project plan is essential to successful implementation. It must include all necessary elements of the project’s design without becoming mired in excessive detail that obscure the main objectives. The agency’s mission, goals, and objectives are defined in this phase of the project. The scope of the project should be modest, attainable, and designed to avoid time and cost overruns.

Developing performance metrics is the main task during the third stage of the project. Key performance indicators (KPI’s) should be identified from a combination of existing management reports and new statistics developed specifically for the

CompStat program. KPI’s are derived from the agency’s goals and objectives.

Project implementation is the fourth stage. It is comprised of training, infrastructure development, and practice sessions that prepare the agency’s managers, officers, and support staff for the program’s initial phase. Training must conform to staff’s needs, providing necessary skills and reducing resistance to the CompStat system.

The fifth stage of CompStat is long-term program development. System enhancements can be made over time using historical data and the agency’s experience in conducting performance management. Management styles should be adapted to performance management principles, and managers must be groomed to succeed in a CompStat environment. KPI’s should be reviewed continuously for relevance to the agency’s evolving mission.

The final article in this series will discuss the long-term effects a CompStat program has on organizational development at a community corrections agency.

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# ORGANIZATIONAL CHANGE IN CORRECTIONAL ORGANIZATIONS: THE EFFECT OF PROBATION AND PAROLE OFFICER CULTURE ON CHANGE IN COMMUNITY CORRECTIONS – RESEARCH FINDINGS

by

Shea Brackin, MSW, ABD

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## Abstract

Organizational change efforts that do not include a consideration of the existing organizational culture will face internal challenges that will hinder and even overpower change effort. This is because the organization's culture provides stability through informal norms, values, beliefs, and behaviors that give the agency its character. Organizational culture data can inform decision-making in community corrections agencies seeking to implement innovative strategies by identifying their unique organizational characteristics. This is the second of two articles based on research designed to test the influence of organizational culture on the change efforts of one community corrections agency. The first article (published in the previous volume), raised questions about why organizational culture is an important consideration for organizational leaders in community corrections who are engaged in the organizational change process. This article describes the organizational culture research conducted in the Multnomah County Department of Community Justice: Adult Services Division (DCJ) in Portland, Oregon. The research design and findings described in this article are intended to provide corrections leaders with a greater appreciation of how organizational analysis tools may be used to assist in the implementation of innovative strategies.

### Multnomah County Department of Community Justice: Adult Services Division

Since the early 1990s, the Multnomah County Department of Community Justice: Adult Services Division (DCJ) has actively engaged in an organizational transition from a more traditional surveillance model of community supervision to a research-driven model that incorporates evidence-based risk management strategies. In an on-going effort to increase public safety, organizational leaders have followed the recommendations identified within the "What Works" literature (Lowenkamp & Latessa, 2005), and have committed themselves to designing policy and practices based on the research that supports the use of evidence-based practices (2007-2008 budget report). This is because the supporting research demonstrates an increase in the successful rehabilitation of a larger number of offenders than has been accomplished using other supervision methods (Lowenkamp & Latessa, 2005). In order to insure that these practices are being adhered to and to measure their effect on the offender population, data is regularly compiled from electronically submitted reports completed by probation and parole officers (PPOs). These "trimester reports" make up the operational tools designed to assess the appropriate supervision of offenders. Three times per year, data from each PPO are compiled. These data demonstrate whether PPOs have completed the automated supervision tools and have done so within the appropriate period of time to be optimally useful. The

supervision tools, developed based on research-driven strategies for effective rehabilitation, include offender risk assessments, needs assessments, and caseplans. They constitute one of the most tangible elements of the organizational change agenda, and were designed to provide aggregate and individual benchmarking data that can be used to identify operational trends. The organizational goal of the trimester reports is to illicit buy-in at all operational levels through the measurement of data, the automation of systems, and an on-going process of review and accountability (Rhyne, 2006).

This study tests whether the PPO professional subculture has a significant effect on the implementation of the operational tasks that are measured in the trimester reports. By comparing these data with the cultural data drawn from administrators it is possible to make comparisons regarding the similarities between the most effective PPO professional subculture types and the overarching organizational culture. This is important information for decision-makers to have because organizational change efforts that do not take the existing culture and subcultures into consideration face unnecessary challenges and frequently fail (Cameron & Quinn, 1999; Schein, 1999; 1992).

It is reasonable to assume that the existing PPO subculture is not in exact alignment with the overarching organizational culture based on the specificity of tasks (Cameron & Quinn, 1999) and professional training (DiMaggio & Powell, 1983) that PPOs receive. However, although the organizational leaders in DCJ have required that PPOs engage in the practices dictated by the supporting research (Lowenkamp & Latessa, 2005), they had not previously explored the impact of organizational culture on their change efforts.

Organizational leaders in any community corrections agency may have an intuitive sense about the culture types that are most likely to make successful use of innovative strategies. These assumptions are based on their own beliefs and professional experiences (DiMaggio & Powell, 1983). For instance, administrators may expect that PPOs who support a teamwork oriented organizational culture would be more likely to support innovative rehabilitative models over surveillance-based offender supervision. Based on the research that supports DCJ's organizational change initiative, this should result in lower rates of recidivism for offenders being supervised by PPOs whose sub-cultural orientation is similar to the clan culture type (Cameron & Quinn, 1999) that will be described later in this article. Those who support a clan culture may be likely to be dedicated to the type of inclusiveness and teamwork that is likely to facilitate offender treatment through a coordination of rehabilitative service providers. However, recent recidivism data collected by the Oregon Department of Corrections has demonstrated very low recidivism in some caseloads supervised by DCJ PPOs who use strongly surveillance-based practices (Rhyne, 2006). This raises questions about whether the organization has been directing its

efforts toward a group of PPOs who are less likely to produce optimal outcomes. Could DCJ be even more effective at increasing public safety by shifting its focus?

**Research Objectives and Hypotheses**

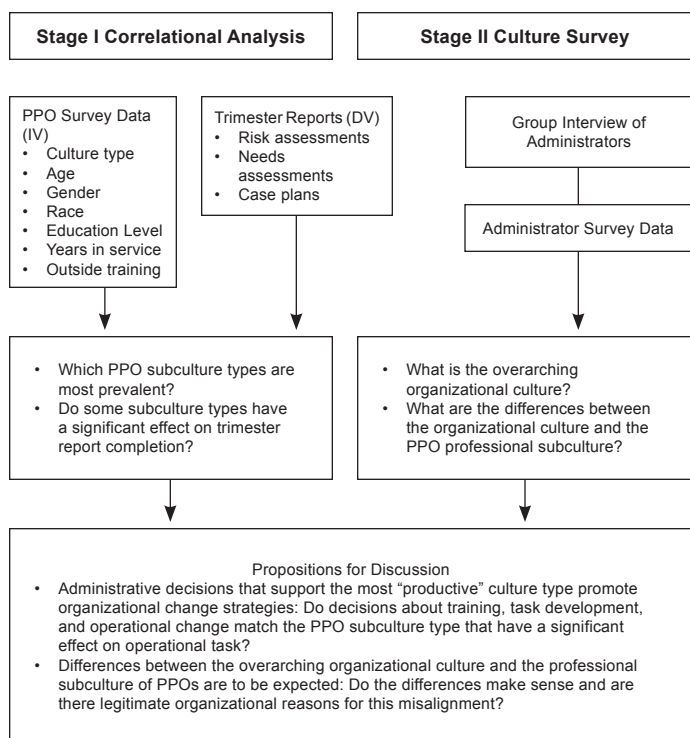
Using DCJ as a case study, this research explores the relative importance of cultural differences between the PPO subculture and the overarching organizational culture. Through this study, I sought to determine if there is a difference and what impact the difference may have on the reform initiatives undertaken by the organization. For the purposes of this study, I have posed the following two questions:

1. How does the PPO professional subculture operating within DCJ affect the change agenda initiated by the organization?
2. How important is the alignment between the professional culture of PPOs and the organizational culture in the fulfillment of the tasks required in the organizational change agenda?

**Research Strategy**

This research was conducted using a single case-study design to evaluate primary data collected in two stages. Measurements of operational effectiveness as defined by the completion of trimester reports by PPOs have been juxtaposed against measures of the unique organizational culture espoused by PPOs and organizational leaders. As described in the following sections, this methodological approach was carefully designed to facilitate the development of meaningful organizational propositions that were used to inform administrative decision-making. Figure 1 illustrates the two-stage design of this research.

**Figure 1: Study Flowchart**



**Methods**

**Stage One**

Stage One of this study addresses the first research question: How does the PPO subculture operating within DCJ affect the change agenda initiated by the organization? This quantitative analysis tests the effect of the PPO professional subculture on the change agenda initiated by the organization. These data were collected through an organizational culture survey (see Cameron & Quinn, 1999) of PPOs that asked questions intended to identify the subculture type in which they operate. Data related to operational tasks were gathered from trimester reports submitted as part of the PPOs’ daily work with offenders. Individual responses to culture surveys were paired with individual task data drawn from trimester reports and analyzed using a multivariate regression analysis to determine the effect of cultural type on productivity.

**Stage Two**

Stage Two addresses the second question at the center of this research: How important is the alignment between the PPO professional subculture and the overarching organizational culture in the fulfillment of the tasks required in the organizational change agenda? Alignment is defined as the commonality between the professional subculture that is most effective and the overarching organizational culture. The second stage of this study makes comparisons between the organizational culture and the PPO subculture to determine whether they are in alignment or operating at cross-purposes. For the purposes of this research, data gathered from organizational leaders who were instrumental in designing the organizational change plan and its accompanying practices represent the overarching organizational culture.

It is necessary to include this component of the research because organizational leaders are influenced by organizational culture just like every other member of the organization (Schein, 1992). Whether they are aware of it or not, their actions are determined by their culturally defined assumptions about the types of values, norms, and behaviors that they believe to be most effective in the attainment of the desired organizational outcome. Administrative decision-making is also affected by experience, education, environment (DiMaggio & Powell, 1983), and the quality of information available (Mintzberg, 1993; Simon, 1947).

Therefore, one can reasonably assume that organizational leaders in community corrections agencies will lean more strongly toward their own organizational subculture than the PPO professional subculture in their decision-making (DiMaggio & Powell, 1983; Mintzberg, 1993; Simon, 1947) unless they receive information that encourages them to do otherwise. It is also reasonable to assume that they will perpetuate their own organizational culture based on the belief that it is generally effective. In the absence of evidence to refute this assumption they will continue to hold this belief. For this reason, it is important for the organizational leaders in DCJ to be aware of the impact that decisions based on their own cultural biases may have on the professional subculture that is most directly responsible for the implementation of the organizational change agenda.

Stage Two data were gathered through a guided group interview and survey data. Only the survey data will be presented here.

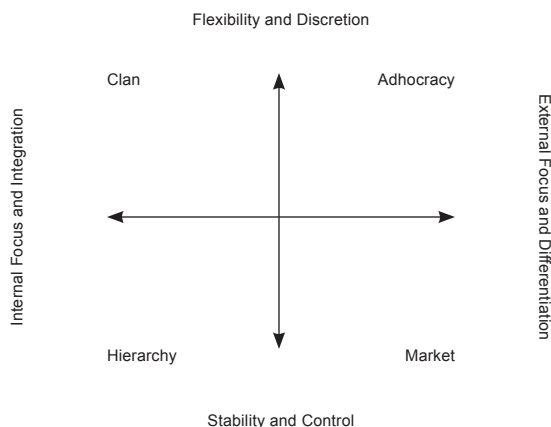
### Organizational Culture Survey

Data used to identify the overarching organizational culture and PPO professional subculture were collected through surveys using the cultural variables developed by Cameron and Quinn (1999). These data measure the prevalence of specific culture types: hierarchy, market, clan, and adhocracy.

Several survey tools have been developed for the collection of organizational culture data (Scott et al., 2003). The survey developed by Cameron and Quinn (1999) was selected as the most appropriate for this research because of its generalizability to a variety of organizational settings and its brief, flexible format. The validity of this instrument has been well established across a variety of organizational settings. For this research, however, the most important quality was the survey's applicability within community corrections organizations.

Cameron and Quinn's (1999) survey draws upon the competing values framework to identify four culture types that are exemplified by broad statements describing organizational characteristics. Participants are asked to score each statement based on how closely they believe it approximates the organization in which they work. The four culture types are the hierarchy, the market, the clan, and the adhocracy. The hierarchy culture type includes characteristics such as stability of task functions, uniformity of products and services, and a controlled environment. The market culture type is best exemplified by an organization that functions like the marketplace in that its operations are based on the influence of external variables that encourage competitiveness and productivity. The clan culture type is a family-type organization that values shared goals, cohesion, and the participation of employees in decision-making. Finally, the adhocracy culture type is driven by organizational goals that are based on the hyperturbulent, hyperaccelerating environmental conditions that are found in innovative settings. Figure 2 illustrates the competing values framework and how the four culture types exist within it.

**Figure 2**  
**Competing Values Framework**



Source: Cameron, K.S. & Quinn, R.E. (1999). *Diagnosing and Changing Organizational Culture*. Prentice Hall.

These culture types are appropriate for an organizational evaluation of DCJ because they allow the surveyed members of the organization to consider organizational characteristics that are not stereotypically associated with community corrections. Since, for example, PPOs must balance their rehabilitative and

surveillance skills, it is appropriate to ask them to what extent they believe that the culture of DCJ is hierarchical rather than clan like. Further, in the light of the organizational change initiative that has been taking place in DCJ for more than ten years, considerations of market and adhocracy culture types provide a measurement of the stability that participants perceive in the organization.

### Findings and Discussions

#### Stage One

##### Correlational Analysis

At the time of this research, DCJ employed 133 PPOs. Of these, 84 (63%) were in attendance at regularly scheduled unit meetings when I collected survey data. Those PPOs not present were absent due to legitimate schedule conflicts (ie. training, vacation, etc.) that were unrelated to the research. Of those in attendance at the unit meetings, three (3) PPOs declined to participate. The overall response rate was 96% for PPOs who had an opportunity to participate, which represents 61% of the total PPO population. Although data from all of the surveys completed by PPOs (n=84) were used to evaluate the PPO professional subculture, the sample size used to evaluate the effect of PPO culture on job performance is slightly smaller (n=66). This is because not all of the PPOs who completed surveys carry caseloads that require the completion of risk assessments, needs assessments, and caseplans for the supervision of offenders. Therefore, data from those 15 PPOs were removed from this section of the analysis. This lowers the response rate to 50% (66 of 133) of the total population of PPOs.

The dependent variable in this research is the trimester report. As described previously, the trimester report is an administrative tool used to determine the rate at which each PPO has completed the assessments and caseplans used to supervise each offender. The report itself consists of three scores based on the percentage of each PPO's caseload for which appropriate and timely risk assessments, needs assessments, and caseplans have been conducted. Each tool is unique in its structure and application. Further, the risk assessment has been used in the same format for over a decade. The needs assessment has been used for approximately the past ten years, but its format has been changed several times. The caseplan has only been used for the past four years and has also been changed during that time. Because of the substantial differences between each tool, it was assumed that they might be completed at significantly different rates. To control for potential differences, the trimester report was separated into four different variables (the total trimester score, the risk assessment score, the needs assessment score, and the caseplan score). Separate multiple regression analyses were conducted using each as the dependent variable.

To control for competing variables that may have influenced PPOs' completion of the elements of the trimester reports, the analysis also includes gender, education level, race, age, the year that respondents became a PPO, and whether respondents have worked as a PPO in an agency other than DCJ. The descriptive statistics for PPOs who also completed trimester reports are listed in Table 1.

**Table 1**  
**Descriptive Statistics for PPOs with Trimester Report Data**

Variable	N	Percent	Mean	Std. Dev.
Gender	66	100		
Male	25	37.9		
Female	41	62.1		
Education	64	97.0	3.9	.83
Some HS (1)	1	1.5		
Some college (2)	6	9.1		
Assoc. degree (3)	2	3.0		
Bach. degree (4)	46	69.7		
Grad degree (5)	9	13.6		
Race	66	100		
Asian	1	1.5		
Black	4	6.1		
Hispanic	6	9.1		
Native Amer.	1	1.5		
Other	1	1.5		
White	49	74.2		
Age	66	100	44.6	9.63
PPO in other county	64	97.0		
Yes	8	12.1		
No	56	84.8		
	<b>Min</b>	<b>Max</b>	<b>Mean</b>	
Year became PPO	1977	2007	1997.6	
Age	27	66	44.6	

The analysis provides a separate measure for each element in the trimester report as it is affected by all possible variations on the four organizational culture types (Cameron & Quinn, 1999). When gender, education, race, age, past employment as a PPO outside of DCJ, and the year that respondents became a PPO are controlled for, significance is found in two areas (Table 2). There is a statistically significant negative relationship between the completion of the needs assessment and the perception that DCJ has an organizational culture with clan characteristics ( $p < .05$ ). PPOs who perceive the overarching organizational culture to demonstrate strong clan characteristics (placing emphasis on teamwork and human resource development) are significantly less likely than other PPOs to successfully complete needs assessments. These data also indicate a negative relationship that approaches statistical significance between the completion of caseplans ( $p = .114$ ) and the total trimester ( $p = .108$ ) report. This is not an indication that the PPOs prefer or support the clan culture are less likely

to complete elements of the trimester report. In fact, there is no significant effect found for those who report that they prefer the clan culture. Rather, it is an indication that the respondents who are less likely to complete needs assessments believed that the current organizational culture values the clan orientation above the other four culture types.

These findings raise some interesting questions about the overall effect of the PPO professional subculture on operational practices. On one hand, even with these areas of significance the organizational subculture of the PPOs surveyed does not appear to have a strong *overall* effect on the likelihood that they will complete trimester reports. The results only demonstrate a significant effect on one of the three elements of the trimester reports. Further, there are not enough variables in which a significant effect is found to support definitive assertions about what these results might mean in practical terms. A significant likelihood that those who believe that the organization is currently oriented toward a clan culture are less likely to complete needs assessments does not provide us with enough of the pieces of the organizational puzzle to describe what culture types are most likely to be effective.

On the other hand, this finding of significance *does* suggest that, under some circumstances, the organizational culture types identified in this study do have a significant effect on the operational goals of the organization as they relate to the defined change initiative. This lends credibility to further study of the relationship between the professional subcultures of PPOs and their performance at an operational level. Put simply, it is likely that there is more information to be cultivated if administrators are interested in dedicating attention to this endeavor.

*PPO Professional Subculture*

Data drawn from the culture surveys completed by PPOs provides a broader view of the scope of the PPO professional subculture at DCJ than the correlational analysis of the previous

**Table 2**  
**Multiple Regression Analysis of the Effect of PPO Professional Culture on Completion of Trimester Reports**

Variable	Total Trimester	Risk	Needs	Caseplan
<b>Respondent characteristics</b>				
Gender	-1.61 (6.06)	-3.44 (4.73)	-3.69 (6.88)	-1.01 (8.86)
Education	2.52 (3.31)	-1.85 (2.59)	4.20 (3.82)	5.36 (4.92)
Race	-0.32 (2.16)	0.38 (1.69)	-1.65 (2.60)	-0.31 (3.34)
Age	-0.07 (0.36)	0.17 (0.28)	-0.00 (0.42)	-0.11 (0.54)
PPO other county	-3.46 (8.38)	-7.02 (6.55)	-7.21 (10.20)	-0.30 (13.13)
Year became PPO	-0.03 (0.48)	-0.16 (0.37)	0.35 (0.55)	0.11 (0.71)
<b>Org. Culture</b>				
Clan	-0.64† (0.39)	-0.07 (0.30)	-1.00** (0.46)	-0.95† (0.59)
Adhocracy	0.18 (0.42)	0.08 (0.33)	0.02 (0.50)	-0.02 (0.64)
Clan/Adhocracy Preferred	0.13 (0.54)	-0.71 (0.43)	0.73 (0.63)	0.68 (0.82)
Clan/Market Preferred	0.03 (0.79)	0.07 (0.31)	0.10 (0.90)	-0.24 (1.15)
Clan/Hierarchy Preferred	0.02 (0.62)	0.08 (0.48)	-0.60 (0.79)	-0.58 (1.01)
Adhocracy/Hierarchy	-0.12 (0.48)	-0.15 (0.37)	-0.13 (0.58)	0.05 (0.75)
Market/Hierarchy	-0.13 (0.55)	0.02 (0.43)	-0.30 (0.63)	-0.27 (0.81)
Total Preferred	-0.17 (1.92)	-0.11 (1.50)	1.45 (2.43)	1.60 (3.12)
Constant	207.51 (948.66)	470.18 (741.05)	-554.4 (1091.4)	-104.9 (1404.9)

NOTE: Robust standard errors are shown in parentheses. Variables outside of collinearity tolerance are omitted. \* $p < .10$ , \*\* $p < .05$ , † approaches significance.

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section. This is because it is drawn from a slightly larger group of PPOs (n=81) who work in a broader range of operational units. Also, rather than attempting to use organizational culture as a predictive tool, these data provide a snapshot of how the PPOs surveyed perceive the organizational culture now and how they would prefer it to be. In stage two of this research, the culture data from the PPOs are compared with responses from organizational leaders to determine the relative alignment between them.

The data drawn from the PPO culture surveys are represented graphically in the following charts. Chart 1 illustrates the overarching organizational culture. Charts 2 through 7 draw out data gathered in six subcategories that include: the dominant characteristics of the organization, the organizational leadership, the management of employees, the organizational glue, the strategic emphasis, and the criteria for success in the organization from the perspective of the PPOs.

**Chart 1**

**PPO Perception of Current Organizational Culture**

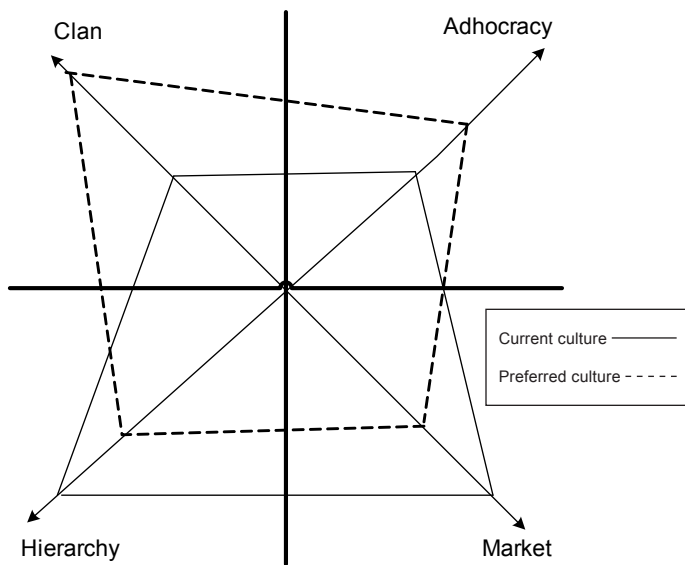
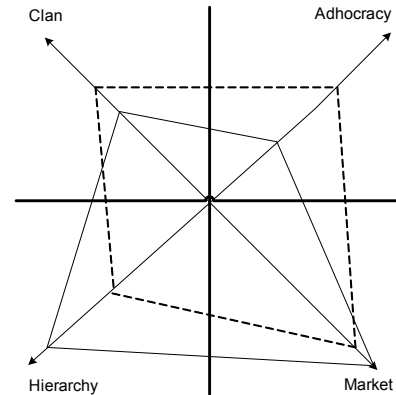


Chart 1 shows the difference between how the survey respondents perceive the overarching organizational culture at DCJ to be now and how they would prefer it to be. PPOs perceive that the organizational culture is very strongly oriented toward hierarchical and market cultural characteristics and less similar to clan and adhocracy types. This means that the current culture is perceived to be more dominated by efforts to control, monitor, and formally organize organizational functions based on a need to be fiscally competitive than to develop cohesion through staff participation that is driven by goals based on visionary innovation. Interestingly, PPOs indicated that they would prefer almost exactly the opposite to be the case. The preferred organizational culture would have a stronger focus on participatory creativity in operational practices and less formal structure and concern for market driven competition.

By extracting the responses that PPOs gave to specific organizational domains, it is possible to more closely consider perceptions about the elements that make up the overarching culture. This facilitates discussions about changes that might be made in more easily identified organizational practices.

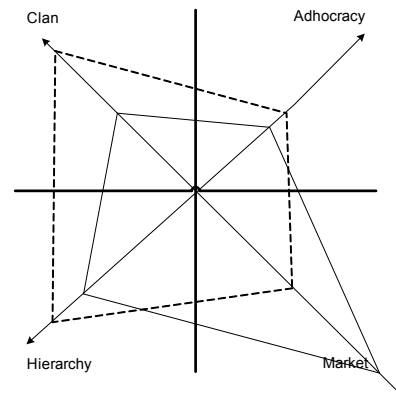
**Chart 2**

**PPO Perception of Dominant Organizational Culture**



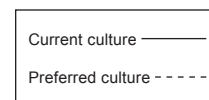
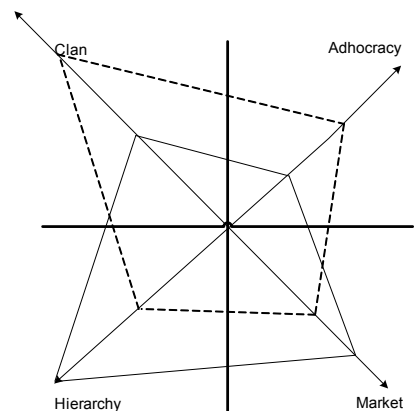
**Chart 3**

**PPO Perception of the Organizational Culture as it Relates to Leadership**



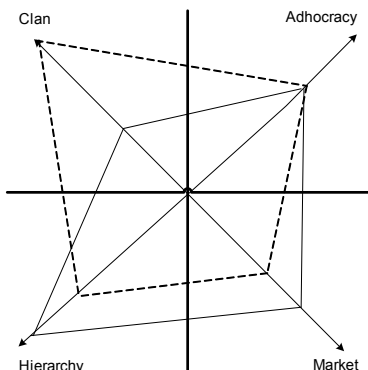
**Chart 4**

**PPO Perception of Organizational Culture as it Relates to Management**

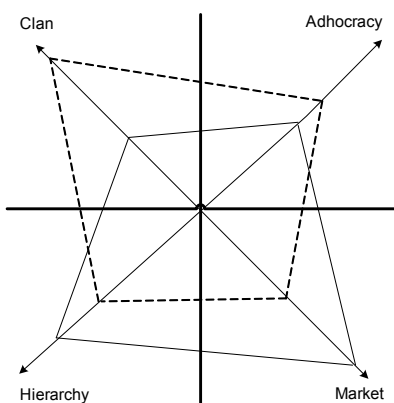




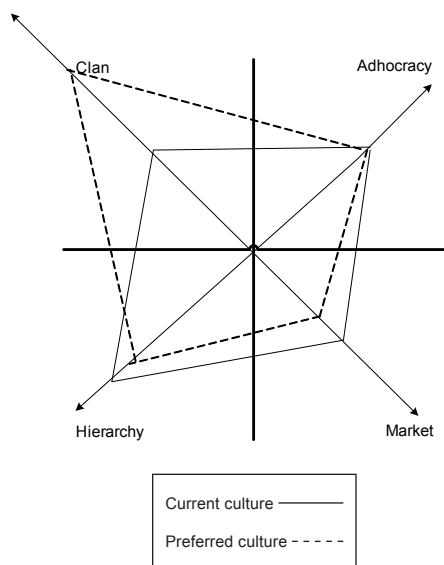
**Chart 5**  
**PPO Perception of the Organizational Culture as it Relates to the Glue that Holds the Organization Together**



**Chart 6**  
**PPO Perception of the Organizational Culture as it Relates to the Strategic Emphasis**



**Chart 7**  
**PPO Perception of the Organizational Culture as it Relates to Success**



When considering the findings illustrated in Charts 2 through 7, Cameron and Quinn (1999) direct us to pay special attention to areas of consistency or marked difference across the six organizational domains, areas in which the current and preferred culture are considerably different, and areas in which the current and preferred culture are particularly similar. The identification of consistency and differences across the domains helps organizational leaders to identify areas in which PPOs perceive incongruence from the larger culture that can be used to diagnose areas of organizational turmoil. With this in mind, the trends that are most readily identifiable here are the perception by PPOs that the characteristics of a clan culture *should be* more prevalent than they are. Similarly, PPOs perceive that the characteristics of the market type culture should be less prevalent than it is.

Consideration of profound differences and similarities between the current and preferred organizational culture are found in the emphasis that PPOs gave to the hierarchy and adhocracy culture types. Although PPOs consistently assert that they would like to have less hierarchical elements in the organizational culture in five of the six domains, they indicate that they would like *more* hierarchical characteristics in organizational leadership and perceive that the amount of hierarchical characteristics are quite close to perfect in how the organization defines success. This demonstrates the importance of some hierarchical elements in the organizational culture. While organizational leaders might consider some reduction in the hierarchical nature of the organizational structure, they would be wrong to attempt to remove it or to reduce it in all areas without the expectation that PPOs would respond negatively.

Similarly interesting conclusions can be drawn from responses regarding the characteristics of the adhocracy culture type. Again, there is a consistent trend toward more innovation in practices than currently exists in the organization. However, when asked about the culture as it relates to the glue that keeps the organization together and how the organization defines success, PPOs indicate that DCJ is on track with its use of cutting-edge strategies.

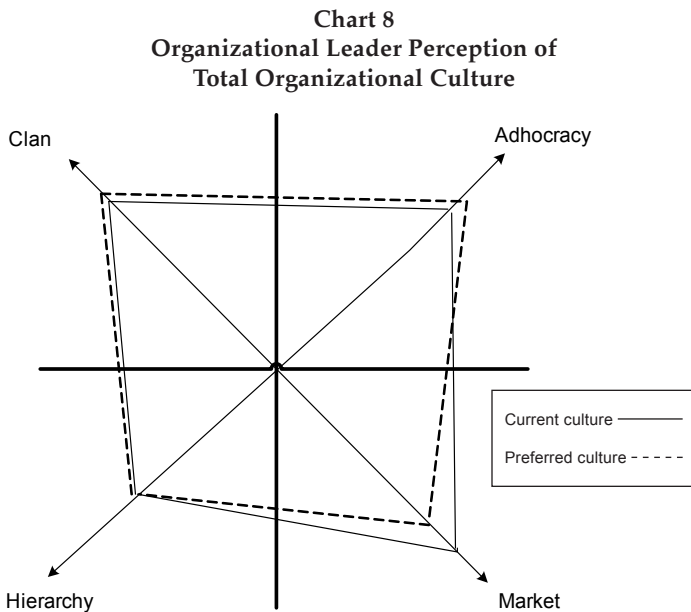
**Stage Two**

Stage One of this research is useful in its ability to meaningfully inform organizational leaders about the characteristics of the PPO professional subculture and the effect that it has on the operational tasks deemed important to the organizational change strategy. Essentially, it identifies the broadly defined cultural characteristics that are important to PPOs in DCJ and demonstrates that, under some circumstances, cultural variables have a significant impact on the completion of operational tasks. Stage Two of the research uses data drawn from organizational leaders to compare the overarching organizational culture of DCJ with the PPO professional subculture.

Organizational structure theories support the expectation that in a large, well established organization with a formal hierarchical structure such as that which exists in DCJ, there will be an operational disconnect between top organizational decision-makers and the professionals who make up the operating core (Mintzberg, 1993). The obvious difference between the roles and responsibilities of each group makes this necessary. The importance of the research that supports this article is in its ability to meaningfully inform organizational leaders at DCJ about the nature and amount of difference between the two groups such that future decision-making can include this data.

## Executive Exchange

To this end, several of the organizational leaders (N=6) who have been instrumental in making the organizational decisions driving policy and practices toward the implementation of evidence-based practices were asked to complete the same culture survey that PPOs completed. This, along with a guided group interview designed to identify some of the underlying shared assumptions of the overarching organizational culture, provided data for direct comparison. Chart 8 illustrates how the organizational leaders perceived the organizational culture to be at the time of the survey and how they would prefer it to be.



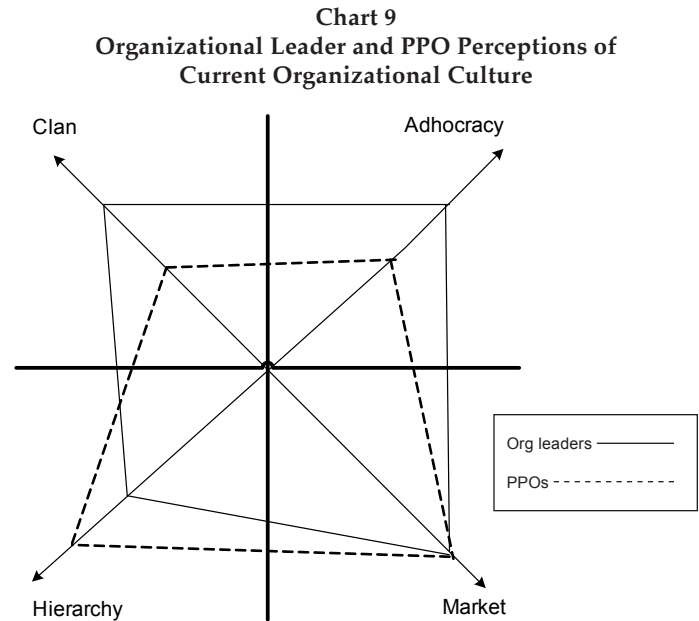
The organizational leaders indicated that the current organizational culture at DCJ is very closely aligned with their preferences. They would like to have, and believe that DCJ has largely attained, a balanced mix of elements that include individual innovation from within the organization and formal structure with an eye for the wishes of the external environment. Through organizational culture research conducted in thousands of organizations, Cameron and Quinn (1999) have concluded that parity between the current and preferred organizational culture indicates strongly defined organizational goals that are well matched with the values espoused by its members. Further, the authors assert that, even though variations in focus are to be expected based on unique function, organizations that support a balanced culture tend to be most successful over time. Culturally balanced organizations have a tendency to be able to draw on different cultural strengths as changing circumstances necessitate.

The only notable difference between the current culture and the preferred culture is observed in a preference for slightly less focus on market forces from the external environment. This is likely a result of long-term budget pressures from state and local government that have consistently required DCJ to provide the same services with less funding.

### *Cultural Comparisons*

As previously asserted, it is expected that the professional subculture of PPOs will be considerably different from the overarching organizational culture represented by the organizational

leaders. This difference is illustrated in Chart 9 in which the current cultural perceptions of the PPOs and the organizational leaders are overlapped for comparison.



There are certainly some considerable differences between how PPOs and organizational leaders perceive the organizational culture now. However, the differences make intuitive sense. Administrators may perceive the organizational culture to have more elements of inclusion (clan), innovation (adhocracy) and less elements of formal control (hierarchy) because they are able to observe how these elements take place across the entire organization. PPOs, on the other hand, only see how these practices take place within their own operating unit.

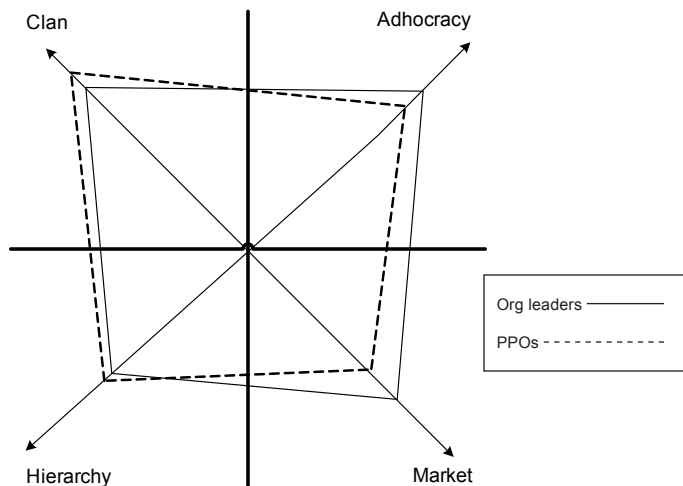
The common bond between the two groups is in their perception of how elements of market type cultures effect the organization. Both organizational leaders and PPOs perceive that market or fiscally driven systems that define organizational success through its ability to compete for funding are a large part of the culture.

The findings from the comparison between the current cultural perceptions of the PPOs and organizational leaders at DCJ is meaningful and, one could even say, comforting in that they demonstrate that the two groups are reasonably well aligned in easily explained ways. There are areas that could be addressed for closer alignment, but decision-makers might also comfortably choose to leave well enough alone. The truly critical element comes not from how the two groups perceive the organizational culture now, but rather how they would prefer it to be. That is because the preferences of the two groups indicate their values, goals, and aspirations. They indicate what the members of the organization are striving for and their vision of the future. Chart 10 illustrates the comparison between PPO cultural preferences and the preferences of the organizational leaders.

The data demonstrate that both the organizational leaders and the PPOs would prefer to have a culturally balanced organization. The PPOs would like to have a slightly greater cultural focus on elements of collaboration and the organizational leaders would prefer more innovation and consideration of market-based competition. However, the differences are well below what Cameron

and Quinn (1999) have identified as differences that should cause concern. Put simply, although the organizational decision-makers and the professional core of PPOs may differ in their perspectives and opinions regarding DCJ as a functioning organization, they are remarkably similar in their goals and vision about how the organizational culture should be. Despite the fact that they will take differing paths to get there, they both intend to reach the same organizational destination.

**Chart 10**  
**Organizational Leader and**  
**PPO Preferred Organizational Culture**



**Conclusion**

This study is intended to demonstrate one method for the application of organizational development research in community corrections settings. Organizational culture is only one of many possible focus areas. It is beyond the scope of this article to discuss the manner in which the organizational leaders at DCJ will use these and other findings gathered from this research. However, their next step will be to consider the practical implications of the unique cultural characteristics that exist in DCJ. In the same way that they currently use recidivism and program completion data to inform operational focus and resource allocation, organizational culture data will be used to identify strengths and areas in need of improvement. Ultimately, organizational research will greatly enhance the scope of data driven decision-making at DCJ to include the large human systems that work together to provide community corrections in Multnomah County.

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### FROM THE BOOKSHELF

*Executive Exchange* welcomes reviews of books and periodicals dealing with leadership and management issues, innovative programs and strategies, and trends in criminal justice. In addition, because a number of NAPE members serve as faculty at institutions of higher learning, reviews of potential textbooks are also encouraged.

Reviews found in this issue of *Executive Exchange* are contributed by Dan Richard Beto, Chair of the Governing Board of the Texas Regional Center for Policing Innovation, and Donald G. Evans, President of the Canadian Training Institute.

#### A Leadership Perspective

Review of *Where Have All the Leaders Gone?* by Lee Iacocca (with Catherine Whitney), New York, Scribner, 2007, pp. 274, \$25.00 (cloth).

In *Where Have All the Leaders Gone?*, Lee Iacocca, former President of Ford Motor Company and the Chrysler Corporation, provides a study in power, examines the American culture, issues indictments on the Bush Administration and the Democrat-controlled Congress for failed policies and lost opportunities, and provides insights into the excesses of the corporate world. In addition, in writing this book Iacocca reveals some of the qualities that made him a success in the automobile industry.

Iacocca begins his latest book with the following, which describes the state of America as he sees it and suggests the intensity of his outrage:

Am I the only guy in the country who's fed up with what's happening? Where the hell is our outrage? We should be screaming bloody murder. We've got a gang of clueless bozos steering our ship of state right over a cliff, we've got corporate gangsters stealing us blind, and we can't even clean up after a hurricane much less build a hybrid car. But instead of getting mad, everyone sits around and nods their heads when the politicians say, "Stay the course."

*Stay the course?* You've got to be kidding. This is America, not the damned *Titanic*. I'll give you a sound bite: *Throw the bums out!*

You might think I'm getting senile, that I've gone off my rocker, and maybe I have. But someone has to speak up. I hardly recognize this country anymore. The President of the United States is given a free pass to ignore the Constitution, tap our phones, and lead us into a war on a pack of lies. Congress responds to record deficits by passing a huge tax cut for the wealthy (thanks, but I don't need it). The most famous business leaders are not the innovators but the guys in handcuffs. While we're fiddling in Iraq, the Middle East is burning and nobody seems to know what to do. And the press is waving pom-poms instead of asking hard questions. That's not the promise of America my parents and yours traveled across the ocean for. I've had enough. How about you?

Where are the voices of leaders who can inspire us to action and make us stand taller? What happened to the

strong and resolute party of Lincoln? What happened to the courageous, populist party of FDR and Truman? There was a time in this country when the voices of great leaders lifted us up and made us want to do better. Where have all the leaders gone?

Iacocca is not happy, and his unhappiness with the state of politics, business, media, and the American culture provides a springboard for a discussion on who we are and what we are doing, to who we should be and what we should be doing.

This book is about failed American leadership — failure to win the war on drugs; failure to craft a rational immigration policy; failure to develop alternate energy sources; failure to set the highest standards of governance; failure to embrace substance over rhetoric; failure to be a part of the election process; failure to profit from the lessons of history; failure to anticipate change and plan accordingly; failure to think globally; failure to maintain strategic partnerships; failure to establish priorities that best address the needs of our country; and failure to identify and mentor the leaders of tomorrow. In addition, this is a book about our responsibility as Americans to assume leadership roles, to practice servant-leadership, to be constantly engaged, and to demand the best of public officials and corporate executives.

An interesting point Iacocca makes about establishing priorities deals with the war in Iraq. At the time the book was published, the United States had spent an estimated half a trillion dollars on the war. What would that money buy here at home? According to the author, with a half trillion dollars:

- We could hire eight million school teachers;
- We could give free health care to everyone for one year;
- We could provide 25 million college scholarships;
- We could give every American free gas for one year;
- We could build three million affordable housing units; and
- We could hire eight million police, fire, and EMT workers.

As to the issue of leadership, the author identifies nine qualities a leader must possess. His "Nine Cs of Leadership" are as follows: curiosity, creativity, communication skills, character, courage, conviction, charisma, competency, and common sense. In addition, Iacocca identifies a tenth C — crisis — which will play a significant role in defining a leader. Iacocca then applies the nine characteristics to a number of the current cast of candidates for President of the United States, an interesting and revealing exercise. This exercise begs the question, how would the presumed leaders in institutional and community corrections hold up under similar scrutiny?

The final chapter of the book contains a "call for action" in which Iacocca asks the American public to "give something up,

put something back in, and elect a leader." Despite retirement, the author is practicing what he preaches – he is engaged through this book and speeches, and he spends much of his time raising money for the Iacocca Foundation, which funds research to find a cure for diabetes. The Iacocca Foundation was started by the author in 1984 when his wife died at the age of 57 following a courageous battle against the disease.

Much of what is found in this book may be applied to those components that make up the criminal justice system, where there is a need for strong leadership and a renewed sense of stewardship.

*Where Have All the Leaders Gone?* is an interesting, thought-provoking, and easy to read book. Whether or not one agrees with all of Iacocca's views, it cannot be disputed that this book has enriched the discourse on the future of America.

Dan Richard Beto

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### A Leap of Faith: Social Science and Public Policy

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A review of *Language of the Gun: Youth Crime and Public Policy* by Bernard E. Harcourt. Chicago: The University of Chicago Press, 2006, 278 pp., \$31.05 (paper).

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The mantra of evidence-based practice is a consistent theme whenever probation and community corrections executives gather together. Everyone wants to introduce policies and practices that have demonstrated their effectiveness in the reduction of criminal behavior. Although a lot of attention and innovative thought and action has gone into the introduction of evidence-based practices, not much attention has been given to the broader issue of how research and social science in general inform, or fail to inform, criminal justice policy making. When I listen to the politicians, the pundits, and the public I get the sense that "facts" about crime is less important than "beliefs" about what should be done to criminals. The "fact-value" debate is, of course, an enduring aspect of much sociological and criminological thought. Bernard E. Harcourt, professor of law at the University of Chicago, has written a very innovative and thought provoking book on the subject of youth crime and public policy.

Noting that the legal and public policies relating to gun violence among our youth have relied on crime reports, surveys, and other statistical approaches, Harcourt seeks to begin his discussion by first exploring what the youth themselves think and feel about guns. In this process he ends up describing the relationships that exist between research, law, and public policy. In a sense he explodes the myth of a neutral social science, data collection, and empirical findings that inform lawmaking and public policy. His book, *Language of the Gun*, is divided into three sections, the first covering the research that forms the basis of his later discussions, the second explores four methodological sensibilities, and the third is a discussion of law and public policy.

### *A Semiotic of the Gun*

The book begins with Harcourt's exploration of the symbolic dimensions of guns and gun-carrying and what he learned from a group of incarcerated young men about guns and what they meant to them. He was looking to decipher the youths' language of guns by listening to their stories about guns and gun-carrying. He wanted to know what the youths saw in guns, and what drew them to handguns. As well, he sought to understand why some of the youths would carry guns and others did not. In these in-depth interviews of 30 youths at the Catalina Mountain School in Arizona he discovered a symbolic and emotional language of guns. He then analyzed his interviews and by using various social science techniques, all explained in the book, suggested the following reasons for gun-carrying among the youth interviewed:

- Guns for protection, in a pre-emptive way, were the most frequent reason. It was an attempt by the youths to avoid being victimized. So carrying a gun or having a reputation for gun-carrying helps prevent victimization. Victimization meant not being harassed, intimidated, or "punked."
- Guns were also a symbol of dangerousness. This meaning is directly related to death. Guns are about death and dying.
- There was a clear articulation of an emotional attraction to guns expressed by some of the youths while others were repulsed by and disliked guns.
- Other youth saw guns as having exchange value, and tended to see them as commodities that could be sold or traded for cash or drugs.
- Guns were also seen as symbols of power that allowed them to have control of situations.

There were other dimensions uncovered in the research, such as their views on being sent to jail for gun-carrying, recreational use of guns, identity, and belonging. The author concludes this first section with a chapter discussing the sensual, moral, and political dimension of the language of guns. Harcourt notes that "the key to interpreting youths' gun carrying, then, may be precisely to explore, rather than ignore, what it feels like to carry a gun, what it means to pack heat, what gunpowder smells like, the kick of the gun, the appeal of those two baby nines. We may need to listen closely and carefully to the voices of the youths themselves."

### *Methodological Sensibilities*

In the second section of the book, the author uses the interview materials to explore the leading methodological approaches in the social/human sciences. He identifies these as the phenomenological, structural, practice theory, and performative. Each is identified with a particular theorist, Sartre, Levi-Strauss, Bourdieu and Butler. Using these theories to interpret his interview data reveals that embedded in the interpretations are assumptions about human nature. Harcourt notes that:

... the choice of methodological approach has significant implications for law and public policy. If gun carrying is about power and the search for respect — if gun carrying is instrumental in those ends — then perhaps it may make sense to use law or policy to try to change

the symbolic meaning of guns. If gun carrying is related to the cost of apprehension, then it might make sense to increase the likelihood of detection or the amount of punishment. If gun carrying is all about social networks and making friends, then perhaps it might be better to offer these youths practice alternatives. The fact is that various methodological traditions make distinct assumptions about human behavior that orient law and public policy in different directions.

Harcourt explains and critiques these four sensibilities in the chapters devoted to each methodology. He concludes this section with a chapter entitled “embracing the paradigm of the dirty hands.” The four approaches have different assumptions about human agency and therefore according to the author are non-falsifiable. There is evidence to support each of the approaches. But each approach leads to different directions or actions. None of them, according to Harcourt, can be proved wrong. What is the result? Harcourt notes that “to adopt any one methodological perspective requires a leap of faith. It requires making assumptions.”

Again the author advises that: “The decision to adopt a particular social science method, to draw the policy implications, and to choose a policy outcome necessarily involves significant ethical choices, choices that will shape the way we conceive of men and women, the way we develop as human subjects, and the shape and kind of society we create.” He stresses that, “we have to choose between interpretive frameworks based on an ethical evaluation, recognizing and acknowledging the significant implications for society and the contemporary subject.”

This section of the book is challenging but the reader will be rewarded by a close reading of the author’s argument. It is especially helpful in coming to grips with the notion of evidence-based practice and is a caution for us as we implement programs and policies that claim a scientific base. Why do we endorse “what works”? Is it because embedded in the theory are values we adhere to? And when we meet opposition, is it values or science we are arguing about? I found this section of the book highly instructive and helpful.

### *Mapping Law and Public Policy*

Harcourt sets himself, in this final section, the task to map the law and public policy alternatives relating to the youth gun issues onto the four discussed methodological approaches, so as to make visible the hidden assumptions regarding human behavior that are embedded in our law and policy options. With this approach he hopes to create a window for ethical choice. He first examines the genealogy of the youth gun field, then explores the current landscape of law and public policy, and explains the gaps in two major research works on juvenile crime (Levitt) and crack-dealing youths (Bourgois). He argues that the only way to overcome these gaps is by a leap of faith. For him, gaps are inevitable. “They are a by-product of human consciousness.

And what they reveal, more than anything, is that ultimately the field of social science and law is not determined by science but must rest on ethical choice.”

In the concluding chapter, Harcourt returns to the site of his research and comments that the multiplicity of meanings, resistance, and contexts in a place like the Catalina Mountain School reminds us that there are no quick fixes for youth gun possession. He argues that from a policy perspective we will need to develop a more eclectic approach to the problem. It will need to be an approach that is tailored to the different meanings, contexts and preferences that encompass youth gun crime. He closes with the following statement: “When we adopt a social science method, we make a decision about the way in which we are going to shape the human subject. And in the process, we dirty our hands. We have made an ethical choice.”

I would recommend that probation executives give this book a serious and careful reading. It is thought provoking and definitely worth the time it takes to wrestle with the author’s argument.

Donald G. Evans

## ***NAPE LISTSERV AND WEBSITE***

Members of the National Association of Probation Executives should feel free to use the NAPE Listserv to pose questions or share information about relevant topics in the administration of community corrections agencies. Members wishing to send out information on this exclusive service may address emails to [nape\\_members@shsu.edu](mailto:nape_members@shsu.edu).

At present there are over 190 members registered on the NAPE Listserv. Members who are not receiving this service but wish to should send an email to [probation.executives@gmail.com](mailto:probation.executives@gmail.com) indicating a desire to be added. In addition, members who would like to update their email addresses, or add a second email address, should feel free to do so.

In keeping with the Association’s policy not to accept advertisements in its publications, the NAPE Listserv will not, as reasonably possible, be used to promote products or services.

If you have not done so recently, please visit the NAPE website at [www.napehome.org](http://www.napehome.org).

## ASSOCIATION ACTIVITIES

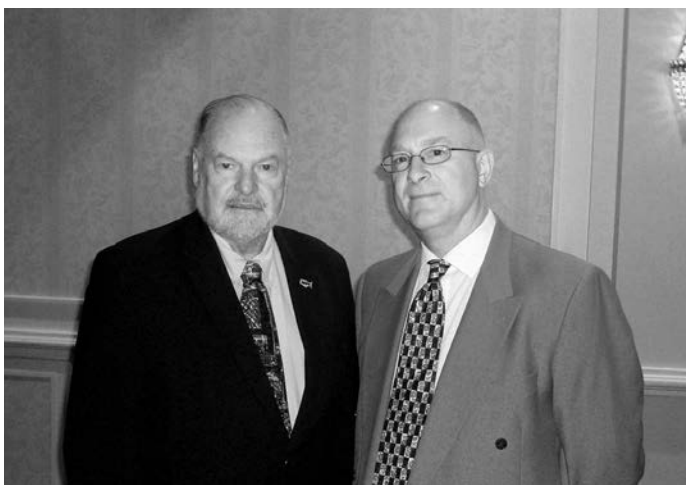
### PHILADELPHIA EVENTS

The National Association of Probation Executives held its annual events at the Philadelphia Downtown Marriott in Philadelphia, Pennsylvania, on July 7-9, 2007, where Association members gathered to engage in networking, to honor those who have provided leadership to the community corrections profession, and to participate in meaningful roundtable experiences.

On the evening of July 7, 2007, NAPE held its popular Annual Members Reception, where more than 150 probation executives attended. Also invited to attend the reception was a delegation of probation officers, judges, and members of academia from the Republic of Poland. In addition, persons attending the first installment of the leadership program crafted by the American Probation and Parole Association, National Association of Probation Executives, and Sam Houston State University were invited.



*Pictured at the reception, from left to right: NAPE Executive Director Christie Davidson with APPA Executive Director Carl Wicklund.*



*Pictured, from left to right: Donald G. Evans, a member of the NAPE International Committee, with Steve Murphy.*

On Sunday, July 8, 2007, approximately 80 NAPE members attended the Annual Award Breakfast at the Philadelphia Downtown Marriott, during which they heard an exclusive address from **Steve Murphy**, Deputy National Offender Manager for the United Kingdom speaking on the subject of "Probation Tides: Ebbing and Flowing." The contents of his address may be found elsewhere in this edition of *Executive Exchange*.

In addition to hearing a thought-provoking presentation, during the breakfast NAPE members honored several persons for their contributions to promoting public safety and advancing the probation profession.

### Sam Houston State University Probation Executive of the Year Award

The *Sam Houston State University Probation Executive of the Year Award*, the Association's oldest and highest honor, was presented to **Tom Plumlee**, Director of the Tarrant County Community Supervision and Corrections Department in Fort Worth, Texas, one of the largest probation departments in the state.

During his distinguished career, Plumlee has headed two adult probation departments in Texas — the Judicial District Community Supervision and Corrections Department for Potter, Randall, and Armstrong Counties from 1986 to 2001, and the Tarrant County Community Supervision and Corrections Department from 2001 to the present. In both departments, Plumlee provided leadership, good stewardship, innovation, and a clear and constant vision. Both departments are in far superior condition than when he assumed responsibility for them.



*Pictured, from left to right: Tom Plumlee receiving the Sam Houston State University Probation Executive of the Year Award from NAPE President Rocco A. Pozzi.*

In addition to his duties within his agency, Plumlee has devoted his time to a number of initiatives to improve the delivery of services in the community corrections profession, not only in Texas but nationally. He has served as: Co-Chair, Texas Department of Criminal Justice Technology Committee; Co-Chair, American Probation and Parole Association Technology Committee; Chair of the Texas Probation Association Adult Legislative Committee

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for two legislative sessions; Facilitator of the Absconder Apprehension Forum convened by the Correctional Management Institute of Texas; and as a member of the National Institute of Justice Community Corrections Technology Working Group.

More significantly, he serves as Chair of the Probation Advisory Committee to the Texas Department of Criminal Justice. In this capacity, Plumlee has had a significant impact on the delivery of probation services in Texas. Under his leadership, adult probation in Texas has embarked on a strategic planning process that may well serve as a blueprint for the future of the profession.

Plumlee, a graduate of Sam Houston State University, is a probation leader who has made significant contributions to the probation profession. He has been a mentor to many, and several of his employees have gone on to become probation directors.

Previous distinguished recipients of this prestigious award include **Barry Nidorf** (California), **Don R. Stiles** (Texas), **Donald Cochran** (Massachusetts), **Cecil Steppe** (California), **Don Hogner** (California), **T. Vincent Fallin** (Georgia), **M. Tamara Holden** (Oregon), **Richard A. Kipp** (Pennsylvania), **Ronald P. Corbett, Jr.** (Massachusetts), **Richard E. Wyatt** (Nevada), **Rocco A. Pozzi** (New York), **Ron R. Goethals** (Texas), **Cheryl K. Townsend** (Arizona), **E. Robert Czapliski** (New York), **Robert L. Bingham** (Indiana), **Gerald R. Hinzman** (Iowa), **James R. Grundel** (Illinois), and **Joanne Fuller** (Oregon).

### Dan Richard Beto Award

Recognized with the *Dan Richard Beto Award* was **Ronald P. Corbett, Jr.**, Executive Director of the Massachusetts Supreme Judicial Court in Boston, and a former President of the National Association of Probation Executives.

This discretionary award, first presented two years ago, is given by the President of NAPE to recognize an individual for distinguished and sustained service to the probation profession. It is named after **Dan Richard Beto**, who served the Association as Secretary, Vice President, President, and Executive Director.

Corbett is a recognized leader in the community corrections profession. Prior to assuming his current position, he served as Deputy Commissioner of Probation for the Commonwealth of Massachusetts. He holds a bachelor's degree from Harvard, a master's degree from Northeastern University, and a doctorate from the University of Massachusetts at Amherst.



*Pictured, from left to right: NAPE President Rocco A. Pozzi, past President Ronald P. Corbett, Jr., and past President Dan Richard Beto.*

During his tenure as President of the Association, Corbett forged a relationship with Sam Houston State University to serve as NAPE's secretariat. In addition, he was instrumental in the development of the Executive Development Program, a joint initiative involving the Association, the Correctional Management Institute of Texas, and the National Association of Probation Executives, and chaired the program's faculty for many years.

Corbett, a vocal advocate for a rational approach to probation supervision, chaired the Reinventing Probation Council of the Manhattan Institute, which produced two seminal publications on probation practices in America — *"Broken Windows" Probation: The Next Step in Fighting Crime* and *Transforming Probation through Leadership: The "Broken Windows" Model*. In addition, he is a frequent contributor to criminal justice scholarship. For a number of years he chaired the Publications Committee for *Perspectives*, and he presently serves on the Editorial Advisory Committee of *Federal Probation*.

Despite the fact that he is no longer involved in the direct delivery of probation services, Corbett continues his interest in the profession through writing, presentations, and technical assistance.

Past recipients of this recognition include Beto, for whom the award is named, and **Christie Davidson** (Texas).

### George M. Keiser Award for Exemplary Leadership

**W. Conway Bushey** was presented the *George M. Keiser Award for Exceptional Leadership*, an honor presented jointly by the National Association of Probation Executives and the Community Corrections Improvement Association of Iowa. This award, named in honor of **George M. Keiser**, Chief of the Prisons and Community Corrections Divisions of the National Institute of Corrections, has been given since 2001 to a corrections professional in recognition of demonstrated extraordinary leadership qualities.

Bushey, who earned a bachelor's degree in psychology from Gettysburg College and a master's degree in counseling from Shippensburg University, had devoted four decades to the community corrections profession. During his distinguished career, Bushey worked as a probation officer in Franklin County, Pennsylvania, from 1967 to 1973, when he was named Director of the Division of Grants and Standards for the Pennsylvania Board of Probation and Parole, a position he held from 1973 to 1996 and from 1999 to 2001. From 1996 to 1999 he served as Secretary to the Board. In 2001 he was named Director of the Bureau of Probation Services, which included oversight of grants and standards, interstate probation services, and court services, a position he held until he retired in 2005. That same year he was named Executive Director of the County Chief Adult Probation and Parole Officers Association of Pennsylvania, where he continues to be an advocate for community corrections.

In addition to the National Association of Probation Executives where he served as Director of the Mid-Atlantic Region from 1996 to 2004, Bushey maintains a number of professional affiliations, including the American Probation and Parole Association, the County Probation and Parole Officers Firearms Education and Training Commission, and the Pennsylvania Association of Probation, Parole and Corrections. He has served on the National Institute of Justice Corrections Technology Advisory Council and as a member of the National Institute of Corrections Probation Executive Capacity Building Network.



Bushey has provided leadership not only in the Commonwealth of Pennsylvania but nationally. He has been a true servant leader whose contributions to community corrections are innumerable.



*Pictured, from left to right: NAPE member Gerald R. Hinzman, representing the Community Corrections Improvement Association, with W. Conway Bushey.*

Past recipients of the *Keiser Award* include its namesake **George M. Keiser** (Maryland), **Carey D. Cockerell** (Texas), **Dan Richard Beto** (Texas), **Donald G. Evans** (Ontario), **Rocco A. Pozzi** (New York), and **John J. Larivee** (Massachusetts).

#### **Arthur Neu Award for Exceptional Policy Development**

The *Arthur Neu Award for Exceptional Policy Development* was presented to two recipients — State Senator **Robert E. Dvorsky** of Coralville, Iowa, and Maricopa County Supervisor **Don Stapley** of Phoenix, Arizona. This award is named for **Arthur Neu**, former Lieutenant Governor of Iowa, who has been active in the areas of education and corrections. It is presented jointly by the National Association of Probation Executives and the Community Corrections Improvement Association of Iowa.

Dvorsky, who has been a strong advocate for corrections programs, has served in the Iowa legislature for two decades, first as a member of the House of Representatives and, since 1994, in the State Senate. As a member of the Justice System Budget Subcommittee for 14 years, he has been a constant and convincing voice for adequate funding for correctional programs.

In addition to his committee work, where he is very effective, Dvorsky serves on the Criminal and Juvenile Justice Board, the Criminal Justice Information Board, and the Medical Assistance Projections Council. He also works as a job developer for offenders at the Sixth Judicial District Department of Correctional Services and is a member of the Iowa Corrections Association.

Dvorsky has been a strong supporter of Iowa's community based corrections effort, ensuring that these facilities are funded and appropriately staffed.

Because of his efforts to make Iowa a stronger and safer place to work and live, Dvorsky has received the praise of wardens, probation directors, and union staff.



*Pictured, from left to right: Gerald R. Hinzman with Senator Robert E. Dvorsky.*

The other recipient of the *Arthur Neu Award* was Don Stapley, who is serving his fourth term on the Board of Supervisors for Maricopa County, the fourth largest county in the nation. During his tenure on the Board of Supervisors, he has served as both Chairman and Vice Chairman on multiple occasions.

In 2004 the *American City and County Magazine* recognized Stapley as the "County Leader of the Year" for his leadership, both locally and nationally. He was featured on the cover of the magazine with the phrase, "Stapley practices his talents for bringing people together to accomplish common goals."

In 2005 he was elected Second Vice President of the National Association of Counties (NACo), placing him on the five member executive committee and in line to become President of the organization in 2008.



*Pictured, from left to right: Gerald R. Hinzman with Maricopa County Chief Probation Officer Barbara Broderick, who accepted the award on behalf of Don Stapley.*

One of the important issues that Stapley has championed in Maricopa County during the past five years is the diversion of the serious mentally ill (SMI) from the county jail. With an average population of SMI in the county jail of 2,100, representing 23.5 percent of the entire jail population, it was clear to Stapley that

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the safety net for this population was failing. In addition, the cost to the county was skyrocketing, with an annual \$5,038,350 spent on psychotropic drugs and their administration. Under his leadership, Stapley headed a multi-agency workgroup for 18 months that addressed problems related to the mentally ill in the community and in custody.

As a result of his efforts, many positive changes occurred in Maricopa County to better serve the mentally ill. With compassion, pragmatism, and tenacity, Stapley has provided, and continues to provide, outstanding public service. He engages multiple jurisdictions and considers the long-term benefits in developing sound public policy and governmental practices. As a result, probation activities and services in Maricopa County are receiving support and are viewed as an integral part of a system that provides humane and effective management of the mentally ill.

In addition to Neu, previous recipients of this award are **Jane Magnus-Stinson** (Indiana), **Lana McDaniel** (Texas), **Bradley Smith** (Texas), and **Oscar M. Babauta** (Commonwealth of the Northern Mariana Islands).

### NAPE AND APPA COSPONSOR TWO ROUNDTABLES IN PHILADELPHIA

The National Association of Probation Executives and the American Probation and Parole Association jointly hosted two roundtables in Philadelphia, Pennsylvania.

On the afternoon of Sunday, July 8, 2007, the two organizations, along with the Probation Officers Association of Wielkopolska (POAW), held a roundtable on "The Evolution of Probation since Poland Became a Democracy." This program, facilitated by APPA President-Elect **Gerald R. Hinzman**, featured a number of Polish officials, including: **Piotr Burczyk**, POAW President; **Irena Szostak**, Chief Probation Officer in Poznan; probation officers **Krystyna Lyszkowska**, **Bozena Bilka**, **Jan Michalski**, **Anna Mulinska**, **Ewa Wozne Plusa**, **Dorota Wroblewska**, **Elzbieta Sawicka**; Judges **Piotr Hejduk** and **Michal Laskowski** from Poznan; Professors **Wieslaw Ambrozik** and **Piotr Stepniak** from Adam Mickiewicz University, and **Krzysztof Mycka** and **Slawomir Palka** with the Polish Ministry of Justice.

On Monday morning, July 9, 2007, an International Probation Roundtable was held for executives in community corrections. **Donald G. Evans**, International Representative for APPA and a member of the NAPE International Committee, facilitated this event, which featured **Steve Murphy**, Deputy National Offender Manager for the United Kingdom. This roundtable was titled "Dialogue on Trends in European Probation: What Can We Learn?" During this interesting gathering Murphy discussed and fielded questions about: the challenges being confronted in European probation, both old and new systems; standards for improvement; and the issue of public protection. In addition to Evans and Murphy, persons participating in this discussion included **Dan Richard Beto**, **Robert L. Bingham**, **Ronald P. Corbett, Jr.**, **Christie Davidson**, **Dot Faust**, **Terry Marshall**, **Gerry Minard**, **Tom Roy**, **Judith Sachwald**, **Cheryl N. Townsend**, and **Carl Wicklund**.

### A NOTE OF THANKS

As noted previously, a delegation of probation officials, judges, and members of academia from Poland were invited to attend the

NAPE events in Philadelphia. On July 29, 2007, **Dan Richard Beto** received an email from **Piotr Burczyk**, President of the Probation Officers Association of Wielkopolska, who led the delegation. That which follows are excerpts from that email:

I would like to thank you and the whole management of NAPE for inviting the Polish delegation to the Reception on July 7, 2007, and for the breakfast. We were very honored.

On behalf of all participants of the delegation I would like to thank you one more time. The time we spent in the United States was very fruitful for us. We saw New York, Philadelphia, Chicago, and Cedar Rapids, and we extended our knowledge about the functioning of probation in your country. This was a very important experience for us because in Poland probation reform is still going on.

We learned about your tradition, culture, and manners, which led us to become closer to each other and to create friendships, which is so important for both countries. I am very happy that we could with you — and you are the initiator of our contacts — create such a possibility. Our visit was valued very high by the Ministry of Justice.

The Probation Officer Association of Wielkopolska is an organizational member of NAPE.

### NEW MEMBERS

Since the Fall 2006 issue of *Executive Exchange*, a number of probation professionals have joined the National Association of Probation Executives. New individual members include the following:

**Carmen Ayala**, Executive Administrative Officer, Department of Corrections and Rehabilitation, San Juan, Puerto Rico.

**Karen J. Birch**, Director, Madison County Probation Department, Wampsville, New York.

**Michael Fairley**, Director, Jefferson County Community Supervision and Corrections Department, Beaumont, Texas.

**Debra Farmer**, Deputy Chief Probation Officer, Marion Superior Court Probation Department, Indianapolis, Indiana.

**Christopher Hansen, Ed. D.**, Chief U. S. Probation Officer, District of Nevada, Las Vegas, Nevada.

**Jo G. Holland**, Chief Probation and Parole Officer, District 31, Chesapeake, Virginia.

**Bob Hughes**, Director, Collin County Community Supervision and Corrections Department, McKinney, Texas.

**Paul Kosierowski**, Deputy Chief Probation Officer, Bexar County Community Supervision and Corrections Department, San Antonio, Texas.

**Robert Maccarone**, Director, New York Division of Probation and Correctional Alternatives, Albany, New York.

**Therese McCoy**, Director, Community Corrections Department, Shakopee, Minnesota.

**Jesse Montgomery, Jr.**, Deputy Director, Illinois Department of Corrections, Joliet, Illinois.

**Steve Murphy**, Deputy National Offender Manager and London Regional Offender Manager, Ministry of Justice, London, United Kingdom.

**Matthew Noar**, Director, Woodford County Court Services, Eureka, Illinois.

**Frank A. Owens**, Chief Probation Officer, Gila County Probation Department, Globe, Arizona.

**Robyn Rich**, Court Services Supervisor, Superior Court of New Jersey, Mercer Vicinage, Trenton, New Jersey.

**Rodney Thompson**, Director, Angelina County Community Supervision and Corrections Department, Lufkin, Texas.

**Colleen Thorn**, Director, Otsego County Probation Department, Cooperstown, New York.

**Bruce Vander Sanden**, Division Manager, 6th Judicial District Department of Correctional Services, Cedar Rapids, Iowa.

**Mario Woodard**, Chief Probation and Parole Officer, District 32, Richmond, Virginia.

In addition, two organization members joined the organization; they are as follows:

**38th Judicial District Community Supervision and Corrections Department (G. Dale Gear, Jr., Director)**, Uvalde, Texas.

**Mohave County Probation Department (Friend L. Walker, Chief Probation Officer)**, Kingman, Arizona.

And finally, two corporate members have become members of the National Association of Probation Executives; they are as follows:

**National Curriculum and Training Institute (Gary Bushkin, President)**, Phoenix, Arizona.

**TruTouch Technologies (Jacquie Sheehey, Vice President of Sales and Marketing)**, Albuquerque, New Mexico.

### NAPE AND ICCA ENTER INTO AFFILIATE AGREEMENT

In August 2007 the National Association of Probation Executives and the International Community Corrections Association executed an affiliation agreement. The relevant part of the text reads as follows:

The primary objective of the NAPE is to actively educate, train, and provide technical assistance to probation executives and to educate the general public on problems in the field of probation and their potential solutions.

The primary aim of ICCA is to promote the social inclusion of offenders through community sanctions and measures such as probation, residential program, and other community corrections initiatives.

Recognizing the potential for partnership between the goals and concerns of the two organizations, NAPE and ICCA seek close and continuing collaboration through formal affiliation. This affiliation will facilitate the sharing of criminal justice and probation research and best practices. Both organizations will seek out and collaborate to promote research and best practices throughout the national and international community. It is agreed that:

NAPE will receive all of the benefits of an ICCA member (with the exception of voting).

ICCA will receive all of the benefits of a NAPE Affiliate Membership.

NAPE can publicize its activities in ICCA publications and ICCA can also do so in NAPE publications.

Each organization will supply the other with a free copy of all relevant publications (i.e., newsletter, journals, conference reports, etc.).

Each party will seek opportunities to develop their collaboration in positive and innovative ways, in keeping with their shared objectives.

The International Community Corrections Association will hold its 15th Annual Research Conference on October 29-31, 2007, in San Diego, California. Additional information about ICCA and the 15th Annual Research Conference may be found by visiting the ICCA website at [www.iccaweb.org](http://www.iccaweb.org).

## NEWS FROM THE FIELD

### TEXANS HAVE LESS CONFIDENCE IN THE CRIMINAL JUSTICE SYSTEM

Results of the 2007 Texas Crime Poll show that confidence in the state's adult and juvenile justice systems has declined in the past six years, support for the death penalty has declined, and Texans rank local, state, and national problems quite differently.

The findings were based on a random postal survey of Texans mailed in January 2007 to 2,824 households, with a response rate of 11.76 percent. The margin of error is considered to be plus or minus 4.3 percent. The survey was conducted by the Survey Research Program at Sam Houston State University's College of Criminal Justice

In 2007, only 58 percent of the respondents expressed "a great deal" or "some" confidence in the adult criminal justice system compared to 63 percent in 1998. Only 45 percent of the sample had "a great deal" or "some" confidence in the juvenile justice system compared to 49 percent in 1998.

Usually, the more familiar people are with the systems, the more confident they are in them. However, respondents to the 2007 survey who reported that they were familiar with the adult justice system were less likely to have "a great deal" or "some" confidence by 48 percent/63 percent than those who said they were not familiar with the systems. For the juvenile justice system, "a great deal" or "some" confidence was expressed by 48 percent for those who were familiar with that system as opposed to 47 percent for those not familiar.

Participants in the 2007 survey were also asked how much confidence they have in different kinds of "expert witness testimony" offered in criminal trials. These same questions were included in the 2001 Texas Crime Poll, and in both years Texans reported having more confidence in DNA experts, forensic pathologists, and forensic "crime scene re-creation experts" and lower levels of confidence in testimony presented by criminal profilers, psychiatrists, and psychologists. In both years, the lowest levels of confidence were reported in experts testifying about sanity/insanity, competency, and future dangerousness.

In both 2001 and 2007, over 60 percent of the respondents to the surveys reported having a "great deal" of confidence in DNA experts and between 49 and 50 percent reported having a "great deal" of confidence in forensic pathologists and forensic ballistics experts. Conversely, only about 10 percent of the respondents in both years reported having similar levels of confidence in psychiatric and/or psychological testimony.

"These findings show that most Texans are growing increasingly concerned about the general quality of justice being delivered in Texas," said **Dennis R. Longmire**, Director of the Survey Research Program and author of the study.

The study shows that Texans have fairly high levels of confidence in their local and state level law enforcement departments as well as the court system, Longmire said. People seem to be most concerned about the quality of justice being delivered by local probation departments and the state's prison and parole systems for both adult and juvenile offenders.

"Generally speaking, the further one goes into the system, the less confidence people have of their services," Longmire said.

The survey also included questions about Texans' confidence in different aspects of the death penalty. Three out of four Tex-

ans (74 percent) now support the death penalty for the crime of murder compared to four out of five (80 percent) in 2001. Only 18 percent oppose its use, and 8 percent are uncertain about their position.

The percentage of respondents who have "little" or "no" confidence in the ability for the death penalty system to be applied fairly against minority group members has risen from 32 percent to 46 percent in the recent survey. Also, 40 percent (28 percent in 2001) of the 2007 respondents expressed concerns about the competency of legal representation being provided to capital defendants, and 43 percent (35 percent in 2001) were concerned about the ability for the death penalty to be applied fairly against poor people.

When asked how confident they were that Texas' death penalty process protects innocent people from being executed, two out of three (66 percent) of the 2007 respondents reported having "a lot" or "some" confidence that innocent people are being protected from being executed, compared to 73 percent in 2001.

"In spite of the relatively low levels of confidence people have in the death penalty system, most Texans continue to support its use," said Longmire.

When asked whether or not they would support legislation aimed at making the death penalty available for repeat violent child-sex offenders, 79 percent of those respondents who initially supported the death penalty said they would support such a law. Ten percent would oppose such legislation and another 11 percent indicated that they didn't know whether or not they would support the death penalty for repeat child abusers.

This question was not asked of those who initially said they opposed the death penalty, however. If they are included in the estimates, 56 percent of Texans appear to be in support of generalizing the death penalty to repeat violent child-sex offenders. Twenty-seven percent would oppose such legislation, and the remaining 17 percent are unsure about the idea.

Respondents were also asked to identify the most important problems facing their local community, the state and the nation. Their answers for the local ranking and the comparisons with that question asked in 2004 were crime (26 percent/20 percent), drugs (24 percent/18 percent), and illegal immigration (9 percent/2 percent). Statewide it was illegal immigration (27 percent/16 percent), drugs (15 percent/9 percent), and education (11 percent/17 percent). Nationally it was the war in Iraq (18 percent/6 percent), government (15 percent/8 percent), and national security/terrorism (14 percent/27 percent).

The survey was the 37th Texas Crime Poll conducted by the Survey Research Program since its inception in 1973.

Copies of the 2007 *Crime Poll Report* can be accessed through the appropriate links at Sam Houston State University's Survey Research Program Website located at [www.cjcenter.org/cjcenter/research/srp/cparchive/2007/](http://www.cjcenter.org/cjcenter/research/srp/cparchive/2007/).

### HAGY NOMINATED TO HEAD NATIONAL INSTITUTE OF JUSTICE

**David W. Hagy**, a former official with the U.S. Department of Homeland Security, was nominated in early June 2007 by President **George W. Bush** to head the National Institute of Justice (NIJ), the Justice Department's research arm. NIJ is a prime

national funder of anticrime research. The selection of Hagy, who has been heading the agency on an acting basis, suggests that the Bush administration will not go outside of the Justice Department to fill the job during its remaining year and a half in office.

Hagy has served in the Office of State and Local Government Coordination and Preparedness at the Department of Homeland Security. Earlier, he was Chief of Staff for Harris County, Texas, Judge **Robert Eckels**. Hagy received his bachelor's degree from Texas A&M University, and his master's degree and Ph.D. from Tulane University.

### YUMA COUNTY OFFICER NAMED EMPLOYEE OF THE YEAR

Out of 1,320 employees, Adult Surveillance Officer **Frank Silva** was named the 2007 Yuma County Employee of the Year by the Board of Supervisors during their annual awards ceremony on April 20, 2007. Silva is no stranger to achievement as he was the 2001 Arizona Chief Probation Officer's Association Employee of the Year.

Currently, Silva coordinates the Yuma County Adult Probation Department's Work Furlough Program. He has taken it upon himself to champion the goal of having "100% employment in Yuma County" for individuals under the supervision of the Adult Probation Department. Silva has established and nurtured close working relationships with well over fifty employers in Yuma County. In addition, he streamlined the conventional job search process. Silva's "outside the box" thinking transformed what was once an unorganized and aimless "job search" by unprepared probationers into a more structured process where probationers receive job "readiness" training so that they are more marketable in the workplace.

Most noteworthy, Frank facilitates/chairs a local "Job Bank Committee" which consists of a collaboration between the probation department and various social services agencies — several divisions of the Department of Economic Security, Practical Portable Education Program, The Living Center — a member of the Board of Supervisors, the Yuma Private Industry Counsel, and the Executive Director of the Yuma County Chamber of Commerce. Last month, over 90% (198 of 220) of probationers on Intensive Probation Supervision in Yuma were employed in the community full time.

Chief Probation Officer **Marty Krizay** said of this recognition, "Frank really does make 'Probation Works' in Yuma County. He is truly deserving of this award."

### FIRST ACADEMY FOR FIELD TRAINING FOR PROBATION OFFICERS OFFERED IN INDIANA

According to the *Fort Wayne Business Weekly*, On June 11-22, 2007, the Probation Officers Professional Association of Indiana, the Allen County Sheriff's Department, the Allen County Adult Probation Department, and the Allen County Circuit Court offered the state's first centralized academy to provide specialized field training for probation officers. The Probation Officer's Field Academy is a two-week, 80-hour program containing lesson plans and firearm qualification taught by Indiana Law Enforcement Academy certified instructors.

"This training is designed to give probation officers charged with conducting field contacts the fundamental skills necessary to safely and responsibly carry out that task," said **Eric Zimmer-**

**man**, Chief Probation Officer for Allen County Adult Probation Department and immediate past President of the Probation Officers Professional Association of Indiana. "The academy will give those officers the needed foundation to build on the dynamic skills necessary while working in the field much like police officers receive in their training."

Zimmerman developed the academy with the assistance of the Allen County Sheriff's Department. The academy's curriculum contains both classroom and hands-on training in officer safety issues, liability issues, physical defense skills, and weapons training for those authorized by the court to use weapons.

Probation officers in Indiana conduct field contacts on high-risk offenders pursuant to standards established by the Indiana Judicial Center, the administrative body of the Indiana Supreme Court. The Allen County Adult Probation Department supervises more than 3,000 felony offenders. Of those, about 500 are considered high risk, posing a greater risk to re-offend and/or who have been placed on probation for a violent offense.

The academy was held at the Allen County Sheriff's Training Center in Fort Wayne.

### TEXAS PROBATION ASSOCIATION HONORS NAPE MEMBERS

At its 2007 Annual Conference held in Austin on April 1-4, 2007, the Texas Probation Association honored three members of the National Association of Probation Executives for their service to the probation profession.

**Arlene Parchman**, Director of the Brazos County Community Supervision and Corrections Department in Bryan, Texas, was presented the *Charles W. Hawkes Lifetime Achievement Award*. In presenting this award, the highest given by the Association, President **Israel Silva, Jr.**, commended Parchman for her distinguished service to Texas probation profession. Parchman, who holds a bachelor's and master's degree from Texas A&M University, is known for her dedication to duty, her commitment to providing quality services, her adherence to high ethical standards, her courage to take on difficult situations, and her leadership skills. During her praiseworthy career, Parchman has served on the Board of Directors of the National Association of Probation Executives and the Texas Probation Association. She currently serves as Chair of the Texas Probation Training Academy's Advisory Council at Sam Houston State University.

**Caroline Rickaway**, Director of the Brazoria County Community Supervision and Corrections Department in Angleton, Texas, was presented the *Brian J. Kelley Award*, given to recognize the adult probation administrator of the year. In addition to her administration of a dynamic probation department, Rickaway has time to devote to a number of professional organizations, including the National Association of Probation Executives, American Probation and Parole Association, and the Texas Probation Association.

**Donald G. Evans**, President of the Canadian Training Institute in Toronto, Ontario, was honored with the *Sam Houston State University Award* for scholarly contributions to correctional literature. Evans, a past President of the American Probation and Parole Association and the International Community Corrections Association, is a regular contributor to publications peculiar to the corrections profession, including *Executive Exchange*, *Corrections Today*, *Perspectives*, *Texas Probation*, and the *Journal of Community Corrections*.

### LOS ANGELES PROBATION CHIEF PARTICIPATES IN LONDON GANG SEMINAR

Parents must become “nosy” to prevent their kids being recruited into gangs, said **Robert Taylor**, the Chief Probation Officer of Los Angeles, California, during a major London seminar on May 31, 2007.

He told parents they need to make sure they know what their children are up to at all times to prevent them slipping into gang culture amid fears of spiraling gun and knife crime in the capital. Taylor issued his stark warning to parents, police officers and council chiefs at the first Gangs, Guns, and Weapons Practitioners Seminar held in Croydon, South London.

The pioneering conference was held just a few miles from where three black teenagers were shot to death in the space of just 20 days in February this year, triggering concern about the use of guns and knives to settle even trivial disputes between youths in London.

Taylor said parents have to take more of an active role in their children’s lives to prevent London’s gang problem reaching the same level as that found in Los Angeles. He said, “You have to be a nosy parent. You have to make sure you know what your children are doing and you have to ask who their friends are. There are three spheres on influence of young people. There are the school, the family and the peers. If they are not getting the family support then they are going to look for that support somewhere else, maybe in a gang. If they are not in school, then they are going to look elsewhere for something to occupy their time.”

Taylor, who has recorded more than four decades of law enforcement experience, including 29 years with the Los Angeles Police Department, said parents must also monitor their children’s internet use. He said, “I think that the internet requires parental support. You should know what sites your kids are visiting. I think there’s opportunity to get a lot of information, not all of it good information, from the internet. I can look up a site and get involved in a gang culture on the internet. There are other forms of media where there is rap music or MTV that are cultural influences that cannot be ignored.”

The probation chief’s comments came as statistics in a national newspaper showed that 33,000 youths aged between 11 and 16 are carrying knives in to school.

When asked if he agreed with schools doing weapons checks as a way of preventing gang violence, Taylor replied, “I think really what you have to do is ask why they are carrying weapons. Is it because they feel threatened and unsafe, or is it because of the school environment? We need to make school environments more safe.”

He said that the gangs’ situation in London had not yet reached the level of Los Angeles, where in 2006 there were 39,000 gang members and 481 murders, 58 gang-related and 390 relating to gunshot wounds.

“I don’t think any major city wants to see that kind of violence. I think that there’s a great opportunity here to do something about the problem, and I think that the community has come to realize that something must be done,” Taylor commented. “I think that if people really come together to work on the problem it will be solved. The greatest enemy to all of this is to ignore, to say this is not a problem. It cannot be ignored; you can’t make it go away.”

When asked whether he thought it was a problem confined to the black community, Taylor pointed out that the largest number

of gangs in Los Angeles were the Hispanic gangs and that Asian gangs were also becoming a problem. He said, “It’s not a black problem. In Los Angeles the Hispanic gangs are larger than the black gangs and as our Asian population is increasing, we’re seeing some of the same problems being manifested with the Asians as well. It seems that some people just feel isolated from the rest of society and they develop their own sort of culture, and it’s not the same type of culture that everybody wants. I think that what happened is that people feel isolated, they feel sort of marginalized and as a result of this they develop their own culture.”

Taylor pointed out that it had taken two decades for the Los Angeles gang problem to reach the level it was currently at, and said that prevention and intervention was always better than the cure. He noted, “Gangs will get involved in violent acts, and unless there is some intervention to prevent the violence, it will continue to escalate. There’s three ways to attack this, prevention, intervention, and suppression. There has to be some investment in prevention. If the only tool you have in your toolkit is to go out and arrest people and put them in jail, that’s a pretty bare toolkit. You need intervention and prevention first, and that seems to be where things are really successful.”

Speaking on the seminar, London Mayor **Ken Livingstone** said, “At a time when overall crime across the capital continues to fall, recent evidence suggests that the people involved in gang violence are getting younger and offences more serious. This seminar is an important step for the grassroots community and volunteer organizations, to take ownership and strategically deal with the issue that has blighted their communities. The impact of gangs, guns and weapons can be devastating; with the cost of violent crime being paid not just by the victims, but also by the families and communities at large. It is essential that police and key statutory agencies engage and learn from community and voluntary sector organizations and work with them in tackling violent crime in London.”

Supporting the conference, Scotland Yard Commander **Sue Akers** said, “The Met police are committed to tackling gangs, guns, and weapons by working with our partners and, crucially, alongside those communities who are affected. It is only by all of us playing our respective parts in challenging the violence that we will be able to defeat those criminals who bring misery to our communities.”

### NAPE PAST PRESIDENT RECOGNIZED BY TEXAS JAIL ASSOCIATION

During the Texas Jail Association’s 2007 Annual Conference held in Austin on May 14-18, 2007, NAPE Past President **Dan Richard Beto** was recognized with the *Hall of Fame Award*. In presenting the award, President **Danny Downes** cited Beto for his constant support of the Texas Jail Association and for the leadership he has provided the corrections profession.

The Texas Jail Association, one of the largest professional criminal justice organizations in Texas, was formed in 1986. The goals of the Association are: to bring together those concerned with the professional operation and administration of Texas jails; to advance professionalism through training, exchange of information, technical assistance, publications, and conferences; to provide leadership in the development of professional standards, management practices, programs, and services; and to advance the interests, needs, and concerns of the membership.

Beto, the founding Executive Director of the Correctional Management Institute of Texas at Sam Houston State University, has a long history with the Texas Jail Association. When the organization was looking for a home in 1996, Beto offered to provide management and secretariat services. The Institute continues to provide these services to the Association.

### JUVENILE CURFEW SWEEPS CONDUCTED IN INDIANAPOLIS

According to an article appearing in the June 9, 2007, edition of the *Indianapolis Star*, Indianapolis police detained three dozen children late Thursday and early Friday in what officials say will be the first of several curfew sweeps this summer. The violators of the ordinance that limits after-hours activities were picked up throughout the city as late as 4 a.m. Friday and taken to Washington Park Community Center on East 30th Street, where parents or guardians were required to pick them up.

Officials said seven of the teenagers were taken to the Juvenile Detention Center because they had unrelated pending charges or were on probation for prior arrests.

About 50 children were detained in a similar sweep at the start of last summer. Officials declined to say when the next sweep would occur.

"This is as much about the protection of children as the community because bad things can happen to them," said **Robert L. Bingham**, Marion County Chief Probation Officer. "Kids are very vulnerable running around at these hours and prone to be victimized."

Mayor **Bart Peterson** ordered the sweep. "The mayor is part of a collaborative group brought together to combat crime and related issues in the city," said Peterson's spokeswoman, **Margie Smith-Simmons**. The group includes public safety and court officials. "This isn't just a one-time thing. It's something that will continue throughout the summer months," Smith-Simmons said.

Bingham said the children could be ordered to participate in a violence-reduction program. Police also could issue citations to their parents. Violations could bring fines of up to \$150.00. "You certainly have to look at the parents and hold them accountable," Bingham said.

The seven children who were held already had pending charges that included battery, burglary, vehicle theft, and fleeing a police officer, said **Lynne Tobin**, a Supervisor with the Probation Department.

Parents who lack control over their children can get help, said Tobin. "If they're having difficulties with their children, seek help from churches, pastors, counseling agencies, the neighborhood centers, and health clinics. All of those places offer different kinds of programming and different kinds of assistance," Tobin said. "But sometimes it takes getting arrested to get their attention and get them under control."

### TEXAS JUVENILE JUSTICE SYSTEM CONTINUES TO BE OVERHAULED

On June 8, 2007, Texas Governor **Rick Perry** signed into law legislation to overhaul the Texas Youth Commission (TYC). "This legislation will change the broken culture at the youth commission so that it can fulfill its mission of rehabilitating troubled youth," Perry said. "Because of these reforms, safety will improve for youth offenders and correctional officers, allegations of criminal conduct will be aggressively investigated and prosecuted, and a

full-time Executive Commissioner will provide the leadership and accountability at TYC." The legislation, which became effective immediately, implements the following:

- Authorizes the governor to appoint an Executive Commissioner once the agency is out of conservatorship, and to appoint an ombudsman;
- Establishes an advisory board to the commission consisting of nine members, with the governor, lieutenant governor, and speaker of the house each appointing three members;
- Requires TYC to maintain a ratio of one correctional officer for every 12 youth, and to have 300 hours of training before assuming a post;
- Controls size of future population by requiring misdemeanor offenders to be held in local county probation detention centers instead of TYC;
- Requires TYC to evaluate minimum lengths of stay unique to each offense and to discharge youths at age 19;
- Establishes inspectors general, who must be peace officers, to investigate allegations of criminal conduct in the agency and all contract facilities;
- Requires ombudsman and the TYC chief inspector general to submit reports on investigations to the executive commissioner, advisory board, governor, lieutenant governor, speaker, Texas Department of Criminal Justice (TDCJ) Special Prosecution Unit, state auditor, and appropriate legislative committees with TYC oversight;
- Requires TYC to implement strict guidelines to separate and group committed youth by age; and
- Authorizes the TDCJ Special Prosecution Unit to prosecute crimes that occur in the agency and contract agencies.

Despite the positive spin placed on this new legislation by the Governor's Office, many juvenile justice professionals view the alleged reforms as excessive, ill-conceived, and counter-productive to good management.

Perry also appointed **Ed Owens** as the new Conservator in charge of the Texas Youth Commission. Owens, who had served as the Acting Executive Director of the troubled agency, replaces **Jay Kimbrough**, who was recently named Deputy Chancellor of the Texas A&M University System.

In a related action, Owens named **Dimitria Pope** as the agency's new Acting Executive Director, who will likely hold that position until the TYC comes out of conservatorship and the Governor appoints an Executive Commissioner.

### WYNNE NAMED CHAIR OF ALABAMA PAROLE BOARD

According to an *Associated Press* article published on June 13, 2007, Alabama Governor **Bob Riley** appointed longtime Federal Probation Officer **Bill Wynne** Chairman of the Alabama Board of Pardons and Paroles.

Wynne, who worked as a U.S. Probation Officer for the Southern District of Alabama for 29 years with the last 17 years as the Chief U.S. Probation Officer, served on a special Pardons and Paroles Board established to help relieve overcrowding in Alabama prisons in 2005 and 2006.

Wynne, who was nominated for the position by Alabama Chief Justice **Sue Beth Cobb**, replaces **Sydney Williams** of Montgomery, whose term expired.

## Executive Exchange

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"He brings a wealth of experience and knowledge of the corrections system to the chairmanship, and I'm confident that he will serve with honor and distinction," Riley said of Wynne.

### NEW JERSEY JUVENILE JUSTICE CHIEF ANNOUNCES HIS RETIREMENT

On June 13, 2007, **Howard Beyer**, Executive Director of New Jersey's Juvenile Justice Commission, announced his retirement, following three decades as a penologist for the state.

"It has been an honor and a pleasure to serve the attorney general as executive director of the Juvenile Justice Commission," said Beyer, whose retirement takes effect September 1. "I have enjoyed an excellent working relationship with the attorney general and his staff, and we have advanced many important causes and issues on behalf of the young people who are in the juvenile justice system. These include the Juvenile Detention Alternative Initiative and our partnership with the New Jersey Department of Treasury on the warehouse project, which is providing jobs for at-risk kids who will be returning to society."

But some of the initiatives that Beyer touted on his way out of office have caused a rift between the commission boss and some of those working under him who felt his policies were not tough enough on juvenile offenders.

Beyer's immediate boss, state Attorney General **Stuart Rabner**, had nothing but kind words for the departing director. "Howard Beyer has served the state of New Jersey with distinction for more than 30 years at the Department of Corrections and the Juvenile Justice Commission," Rabner said. "His eight years at the JJC, including the last five as executive director, were marked by a deep commitment to turning around the lives of juveniles so they could return to society as productive citizens. I am grateful for his passionate service and appreciate that he will stay at the JJC through the summer to allow time for the selection of a new executive director."

"My time at the Juvenile Justice Commission has been very rewarding, but I also look forward to pursuing new challenges in the future," Beyer said.

### FORMER BJA DIRECTOR NAMED CHIEF OPERATING OFFICER AT ECKERD YOUTH ALTERNATIVES

**Richard Nedelkoff**, a former Director of the Bureau of Justice Assistance in Washington, D.C. and CEO of a national consulting company, has been named Chief Operating Officer of Eckerd Youth Alternatives (EYA), announced EYA President and Chief Executive Officer **David Dennis** in Clearwater, Florida, on May 15, 2007.

"We believe Richard's tremendous background will serve EYA well in our mission to help troubled children," Dennis said. "We are absolutely delighted that Richard will be joining us."

Nedelkoff has a distinguished career and a broad range of experience in youth and family services, and he has held a variety of positions in that field for ten different organizations in six different states.

"I am honored by the opportunity to be a part of a national organization that has such a tremendous history of providing services that impact the lives of youth and families," he said.

Nedelkoff's most recent position was President and CEO of Riga Solutions Group, Inc., a national company that provides so-

lutions to critical issues for federal, state, and local governments in public safety and human services.

Prior to Riga Solutions Group, he was appointed by the President of the United States to serve as the Director of the Bureau of Justice Assistance, a \$6 billion criminal justice planning and policy agency. He worked with the White House and many other federal agencies and national organizations to improve public safety and the administration of justice. He also reorganized the Bureau of Justice Assistance as part of the overall restructuring of the Office of Justice Programs, including absorbing the Drug Courts Program Office and the Corrections Program Office to provide a more coordinated delivery of services.

In Florida, he was the Executive Director of the Florida Network of Youth and Family Services, which is a statewide coalition of over 30 non-profit and governmental organizations that provide services to truant, runaway and troubled children in 100 sites across Florida. He was also appointed by the Florida Secretary of Juvenile Justice to manage the largest juvenile justice service district in Florida.

In Texas, he was the Executive Director of the Criminal Justice Division, where he oversaw the operations of the \$140 million agency that provides funding in criminal justice, juvenile justice, and victim services.

Founded by philanthropists **Jack and Ruth Eckerd**, Eckerd Youth Alternatives (EYA) is one of the nation's leading providers of services for troubled youth. As a private not-for-profit organization, EYA serves nearly 10,000 children each year. Since 1968, more than 70,000 young people have been helped through a range of program models in more than 40 locations in nine states: Florida, North Carolina, Georgia, Tennessee, Louisiana, Ohio, Vermont, Rhode Island, and New Hampshire.

### NEW CHIEF IN SANTA BARBARA COUNTY

On May 21, 2007, **Patricia Stewart** was sworn in as the Chief Probation Officer for Santa Barbara County, California. She replaces **Scott DeuPree**, who retired after two years in the position and 31 years with the department.

Stewart, who began her association with the Santa Barbara County Probation Department as a volunteer while attending the University of California at Santa Barbara, has held a number of positions during her 25 years with the agency. She worked as a deputy probation officer from 1982 to 1992 in various assignments in both the adult and juvenile divisions. From 1992 to 1996 she was supervising probation officer in the Special Programs Unit and the Adult Intensive Supervision Unit, and from 1996 to 2004 she managed the daily operations of the Los Prietos Boys Camp and Academy. More recently Stewart was the Deputy Chief Probation Officer in charge of the Institutions Division, responsible for the juvenile halls in Santa Barbara and Santa Maria and the Los Prietos Boys Camp and Academy.

With 380 employees, the Santa Barbara Probation Department has an operating budget of about \$38 million. The department oversees about 6,000 offenders in the adult division and about 1,100 juveniles.

### TAYLOR TO LEAD MULTNOMAH COUNTY DEPARTMENT OF COMMUNITY JUSTICE

Multnomah County Chair **Ted Wheeler** announced on June 6, 2007, that he has selected NAPE member **Scott Taylor** to serve as



Director of the Multnomah County Department of Community Justice, headquartered in Portland, Oregon. Taylor has worked in public safety for more than thirty years and currently serves as Community Corrections Chief for the Oregon Department of Corrections.

"Scott has a strong track record of managing innovative and cost-effective programs that maximize public safety," noted Wheeler. "He has championed evidence-based practices, intensive alcohol and drug treatment, and is a nationally recognized expert in successfully managing the transition of offenders out of institutions and into the community. Our department is already a national leader in managing risk and improving public safety and I believe that Scott can make it even better." Wheeler continued.

Since 1989, Taylor has held a series of top management positions with the Oregon Department of Corrections. Prior to that he supervised community corrections staff in Clackamas County, and served as a prison counselor and an administrator. He began his career as a guard at MacLaren School for Boys in 1974. He has undergraduate degrees in sociology and police science from Washington State University and a master's degree in public administration from Portland State University. Taylor serves on the Board of Directors of the American Parole and Probation Association.

The Multnomah County Department of Community Justice supervises approximately 9,000 adult felony and misdemeanor offenders on parole and probation. It also supervises approximately 500 delinquent juveniles on probation and operates the county juvenile detention facility. The department has about 535 employees and a proposed budget of \$84 million for the coming year.

Taylor replaces NAPE Vice President **Joanne Fuller**, who was named Director of the Multnomah County Department of Human Services earlier this year.

### IARIA LEAVES SAN DIEGO COUNTY

In June 2007, NAPE member **Vincent J. Iaria** resigned as the Chief Probation Officer for San Diego County, California, a position he held since 2003. Prior to his leadership position in San Diego, Iaria served as Director of the Suffolk County Probation Department in New York for 12 years, where he retired before accepting the San Diego position.

**David Cranford** will serve as acting chief of the department pending a nationwide search for a replacement.

### SOFTER LAW FOR YOUTHFUL OFFENDERS PROPOSED IN INDIA

An article written by **Chetan Chauhan** and appearing in the June 18, 2007, edition of the *Hindustan Times* reports the government of India has proposed that juvenile offenders be allowed to stay with their families or in foster care, unless the police have branded them hardened criminals.

Rules have been drafted under the amended Juvenile Justice (Care and Protection of Children) Act to give the Juvenile Justice Board (JJB) the authority to restore offenders below the age of 18 to their families, provided the latter sign a bond taking responsibility for imposing certain restrictions on the offender.

The board can also allow foster care of the child by an individual or a voluntary organization, who too will have to sign the same bond. "The concept is similar to that in the western countries where a child offender can live with his family but with cer-

tain restrictions," said an official with the Ministry of Women and Child Development (WCD).

The rules also prohibit the police from arresting children accused of crimes for which the maximum punishment is less than seven years again, except if they are hardened criminals. Nor can the police file a First Information Report (FIR) in such cases. They can only record information about the crime committed in the daily diary, along with a social background report on the juvenile allegedly responsible. Both these will have to be forwarded to the JJB before the first hearing of the case.

Even in crimes where arrest is allowed, the policemen undertaking the task should not be in uniform, the rules say. Immediately following the arrest, the child should be handed to a special Juvenile Police Unit, which in turn must present him before the JJB within 24 hours.

**Shantha Sinha**, chairperson of National Commission for Children, said "Foster care, wherever possible, provides a better chance than just custodial care of integrating the child with the mainstream."

**Ram Mangal Singh** of the NGO Pratidhi, which works with victims of crime, however, said, "All will depend on the implementation. The record of most state governments, including Delhi's, in enforcing such ideas has been poor."

### ALEXANDER BECOMES PRESIDENT OF MASCA

**Henry Alexander**, Regional Administrator for the Maryland Division of Probation and Parole headquartered in Frederick, has assumed the presidency of the Middle Atlantic States Correctional Association (MASCA) for the 2007-2009 term.

MASCA, founded in 1938, represents institutional and community corrections professionals in Connecticut, Delaware, District of Columbia, Maryland, New Jersey, New York, Pennsylvania, and Vermont.

Before assuming the presidency, Alexander represented Maryland on the MASCA board of directors for a number of years.

NAPE member **Judith Sachwald**, Director of the Maryland Division of Probation and Parole, said that Alexander's selection as President is well-deserved.

As Regional Administrator for the Division of Probation and Parole, Alexander is responsible for 144 agents and 30 field supervisors who oversee more than 13,600 offenders living in communities from Baltimore County to far Western Maryland.

### NEW PROCEDURES IN INDIANAPOLIS DESIGNED TO REDUCE DETAINED

Marion Superior Court officials in Indianapolis, Indiana, announced on June 29, 2007, that policy changes put in place in early May and developed as part of the Annie E. Casey Foundation funded Juvenile Detention Alternatives Initiative (JDAI) are decreasing the number of youth formally detained at the Marion County Detention Center. This week officials noted a total population of 98 children at the 144-bed facility that has typically been at full capacity, and over capacity, in recent years.

A review of statistics for the Marion County Juvenile Detention Facility reflects a decreasing daily population over the past three years. In 2004, the average daily population was 189, and in 2005 it was 169. In 2006 the average daily population dropped to 142.

Changes at the Detention Center include the development of a Risk Assessment Instrument (RAI), a quantitative tool developed

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with consensus from the prosecutor, public defender, chief probation officer, juvenile judge and others. The tool objectively measures what level of risk a child poses to the public, which is measured by the risk of failing to return to court or re-offending.

On July 1, 2007, a new pilot program began that has the potential to reduce formal juvenile detention by even greater numbers. Through a \$150,000 grant from the Indiana Criminal Justice Institute, a "Reception, Assessment and Intervention Center" will give law enforcement an alternative to taking low-level juvenile offenders to the Marion County Juvenile Detention Center.

Juveniles accused of B misdemeanor (or lower) and status offenses will be taken to the Reception Center at 4144 North Keystone Avenue. The Marion Superior Court is partnering with Youth Emergency Services, an existing reception program for runaway children, to manage the Center at their current office. Children will be processed and pre-trial services offered to families. For instance, crisis counseling may be offered if the offense is part of a domestic dispute.

"JDAI has been a great catalyst for change," said **Gerald S. Zore**, Presiding Judge of the Marion Superior Court. He applauded the efforts of Juvenile Court Judge **Marilyn Moores** who initiated an Initial Hearing Court for juveniles that also started in May and complements the new risk assessment standards and the Reception Center.

"As the city and county grapple with funding for public safety, there is a need to closely monitor the juvenile cases being filed. Judge Moores is doing just that and is to be commended for it. A foreseeable consequence of fewer low-risk children intersecting with the juvenile justice system includes having more time to invest in cases involving serious or violent juvenile offenders," Judge Zore said.

The Annie E. Casey Foundation is a national leader in juvenile justice and detention reform efforts. It provides technical support and grant funding to programs that foster public policy, human service reform, and community support to vulnerable children and families.

### COLLEGE STRENGTHENS TIES WITH PROBATION OFFICE

According to an article appearing in the *Saipan Tribune* on July 13, 2007, the Northern Marianas College (NMC) has signed a memorandum of agreement with the Commonwealth of the Northern Mariana Island (CNMI) Superior Court's Office of Adult Probation to provide internship opportunities for the college's criminal justice degree program. The agreement puts in place NMC's On-the-Job Educational Internship Experience.

The Adult Probation Office, a Community Corrections Law Enforcement Agency, sees the need to have the internship in place to generate a challenging, desirable career ladder, and productive working environment conducive to NMC's criminal justice students.

CNMI Presiding Judge **Robert C. Naraja** and Chief Probation Officer **Ursula I. Lifoifoi Aldan**, a NAPE member, signed the agreement with NMC President **Carmen Fernandez** and NMC Criminal Justice Degree Program Coordinator **Lynda Rowe** in early July.

The goal of the program is to facilitate cost-effective career interests, learning experience, and employment opportunities to NMC students in the criminal justice field, and in adult probation in particular. The program will involve Criminal Justice students

enrolled at NMC performing probation work related to contractual hours for college credits.

The On-the-Job Educational Internship Experience will require a minimum of four to 12 college credits. Student contractual hours of internship will be 112 hours for overview and introductory hours at four credits, 224 hours on six credits, and, 336 hours for 12 credits.

### HARE RETIRES IN NORTH CAROLINA

On July 1, 2007, **Regan Hare**, Chief Probation and Parole Officer for Henderson County, North Carolina, retired following three decades of distinguished service.

After graduating from college, Hare was employed as a probation officer in Henderson County; in 1987 she was promoted to an intensive supervision officer. In 1996 she was appointed to the post of Chief Probation and Parole Officer.

In connection with her retirement, Hare was awarded the Order of the Long Leaf Pine, the highest civilian honor presented by North Carolina.

### NEW PROBATION AND PAROLE BOARD CHAIR APPOINTED IN MISSOURI

Missouri Governor **Matt Blunt** has appointed **Steve Long** as Missouri's Probation and Parole Board chairman, Blunt's office said July 10, 2007. Long's appointment to the board is subject to Senate confirmation for a term ending August 28, 2012.

Long of St. Thomas, who has a bachelor's degree in mathematics from Truman State University, has served as Director of the Division of Offender Rehabilitative Services in the Missouri Department of Corrections since October. He began his career with the department in March 1975 as a corrections officer at Moberly Correctional Center. Long has a bachelor's degree in mathematics from Truman State University.

Missouri's Probation and Parole Board determines whether a prison inmate is eligible for parole or conditional release. It also supervises about 69,000 people on probation and parole in Missouri.

### COMMUNITY SERVICE SEMINAR FOCUSES ON THE ENVIRONMENT

Offenders on community sentences in the United Kingdom will be made to pay back the planet as well as the community in a new drive to increase the number of unpaid work projects that reduce climate change and benefit the environment.

Planet Payback, launched on June 26, 2007, in the United Kingdom, is an initiative to encourage environmental charities and organizations to contribute to ways in which offenders can help support environmentally friendly projects such as recycling, reduction of carbon dioxide emissions and reforestation by engaging in environmentally innovative projects.

Launching the scheme at a seminar in the London Wetland Centre, Justice Minister **Gerry Sutcliffe** said, "I am delighted to be here today with organizations that strive to make a difference to our planet. I want us all to start looking ahead and making a difference. That is why we are here today, creating this drive for offenders to take that step and think of our planet before themselves."

"I must also thank the Department for Environment, Food and Rural Affairs for their co-operation and support in this initiative,"

said Sutcliffe. "Last year offenders carried out 6.5 million hours of unpaid work which is equivalent to over £34 million worth of work free to local authorities, schools, local groups, or charities."

"Community Payback schemes were introduced in 2005 to raise the profile of projects carried out by offenders, and to give local people the chance to decide what projects they work on," Sutcliffe noted. "Today is the next step which should see this work further reduce the carbon footprint in England and Wales."

The seminar provided a platform for the environmental voluntary and community sector and local authorities to suggest areas where the National Probation Service can implement community payback projects.

Unpaid work has been in operation for over 30 years and is one of the Probation Service's most successful interventions. Offenders are sentenced by the courts to perform up to 300 hours of unpaid work for the benefit of the community. Current projects include bringing derelict areas and buildings back into public use, clearing churchyards, country streams and unused allotments, repairing park benches and playground equipment.

### COLLIER NAMED DEPUTY EXECUTIVE DIRECTOR OF TEXAS DEPARTMENT OF CRIMINAL JUSTICE

NAPE member **Bryan Collier** has been named Deputy Executive Director of the Texas Department of Criminal Justice, replacing **Ed Owens**, who is serving as Conservator of the Texas Youth Commission.

Collier, a graduate of Sam Houston State University, began his employment with the agency in 1985 while attending college; initially he worked as a corrections officer and later became a parole officer. He held a number of management positions within the Parole Division until January 2002, when he was named Director of the Parole Division.

A past President of the Texas Corrections Association, Collier was recognized by the American Correctional Association as "Best in the Business" in 2005. He was honored with this distinction for "his innovative leadership of one of the largest parole systems in the world."

As Deputy Executive Director, Collier assists **Brad Livingston**, Executive Director, with the overall management of the agency which employs approximately 37,800; the Texas Department of Criminal Justice is responsible for the supervision of more than 153,000 incarcerated felons and 77,000 parolees. In addition, the agency provides funding to local probation departments for the supervision of more than 430,000 probationers.

Replacing Collier as head of the Parole Division is **Stuart Jenkins**, who joined the agency in 1982 as a parole officer. During his career, Jenkins has served as a supervisor, hearing examiner, regional director, and head of the parole division's warrant section. For the past two years he has served as Deputy Director of Support Services.

### MULTI-AGENCY APPROACH EASES JAIL CROWDING IN FRESNO, CALIFORNIA

According to an article written by **Tim Eberly** and appearing in the July 11, 2007, *Fresno Bee*, efforts by Fresno County's criminal justice system to reduce jail crowding appear to be working, key justice system officials said Tuesday.

The Sheriff's and Probation Departments are moving less-serious offenders out of jails and into supervised release programs,

larger staffs of prosecutors and public defenders are cutting court delays and changes in court operations are moving cases through more swiftly, officials said. As a result, the Fresno County Jail was about 86% full Tuesday with 3,268 inmates. That is well below the 95% the jail was often running at last summer.

On July 10, 2007, consultant **Nick Kollios** gave supervisors projections of growth in the county's inmate population for the years to come. Kollios said that, if growth occurs at a medium rate, the jail's average daily population will swell to 5,739 by 2040. Supervisors sought the consultant's report months ago to provide a long-term estimate of jail needs, which may take years to address. In the meantime, they agreed to spend county money to hire more attorneys and other staffers to temporarily ease crowding. Tuesday's update was provided by the Justice Coordinating Council — a group of department heads and staffers responsible for developing a clear mission for jail services.

**Hilary Chittick**, Presiding Judge of the Fresno County Superior Court, told supervisors that a major shift in the court's operation, dubbed "Home Court," allowed cases to move more swiftly through the system. The bulk of felony cases are now being heard by the same judge from arraignment through preliminary hearings. Since the change, more cases are being resolved during initial court hearings and fewer cases are going to trial. "I think you have judges who are more familiar with the cases, who are pushing the cases along," Chittick said.

Both the District Attorney's and Public Defender's Office reported that their attorneys are working their cases more efficiently with the help of additional staffers. Since October, District Attorney **Elizabeth Egan** added 15 lawyers, three investigators and four office assistants. The Public Defender's Office added 11 attorneys, three investigators and two office assistants, acting public defender **Paul Hinkly** said. As a result, attorneys are better prepared when they walk into court.

Chief Probation Officer **Linda Penner** said her department has created a supervised release program for low-level felony offenders who previously would have remained in jail. The program, she said, has spared about 180 probationers of 3,499 days in the county jail. So far, those offenders are playing by the rules. The department has only had to issue seven arrest warrants for violators, she said.

Fresno County Sheriff **Margaret Mims** said her department has been releasing misdemeanor offenders to free up jail space since October.

### NEW YORK STATE DIRECTOR OF PROBATION AND CORRECTIONAL ALTERNATIVES PRESENTS AWARDS

**Robert M. Maccarone**, State Director of Probation and Correctional Alternatives and a member of NAPE, presented the Division of Probation and Correctional Alternatives (DPCA) 2007 *Outstanding Service by a Probation Officer Award* at this year's NYS Probation Officers Association Conference held in Albany on August 1-3, 2007.

Maccarone recognized the outstanding work of probation officers at this year's Awards Luncheon held on Thursday, August 2, at the Crowne Plaza in downtown Albany. This year, two outstanding probation officers were recognized for their professionalism: **Sean Rentz**, Albany County Senior Probation Officer, and **Randy Ontl**, Delaware County Probation Officer. In addition, this year the State Director presented a new award for outstand-

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ing professional service provided through a probation and social services collaborative team. Receiving the *Probation/Social Services Collaborative Team Award* for the first year were Chautauqua County Probation Officer **Willie Davis** and Chautauqua County Community Services Worker **Diana Ward**.

The award for “outstanding service by a probation officer of the year” is presented each year by DPCA in recognition of exceptional service, dedication, and professionalism performed by a probation officer who has significantly contributed to the field of community corrections and strengthened its role within the criminal justice and/or juvenile justice system. Nominations were submitted by Albany County Probation Supervisor **William Peters**, Delaware County Probation Supervisor **Scott Glueckert**, and Chautauqua County Senior Probation Officer **Martha Young**, and affirmed by the respective Probation Directors, **Patrica Aikens**, **Terri Theobald**, and **Russell Homme**. The *Probation/Social Services Collaborative Award* is a new award to recognize exemplary probation/social services collaboration in delivery of service to individuals and families by both agencies.

Rentz was praised for his “competence, caring and responsibility” and “personal sacrifice” in working with male juveniles under probation supervision. Specifically, he has received credit as being “instrumental to the success of the first year of La Salle School’s Evening Report Center.” Ontl was cited for his “dedication” and “immeasurable influence” with respect to probation’s involvement with the Drug Treatment Court and is viewed as “the driving force behind the evolution of probation practice in Delaware County.” Both probation officers were recognized for their commitment to working non-traditional hours, their interest in reaching those under supervision, and helping them to understand the importance of leading law abiding lives.

Davis and Ward are members of their local Juvenile Services Team, which assists schools, police, and community agencies. They are credited for its success and reducing temporary and permanent juvenile placements. Both professionals received praise for focusing their efforts on “what is needed to keep the family together in a healthy situation.” They are viewed as “true team players and are there for help and support whenever called upon.”

“I am honored to recognize the significant accomplishments of Sean Rentz, Randy Ontl, Willie Davis, and Diana Ward,” Maccarone said. “Trust, compassion, and professional responsibility are essential qualities of public servants. Such attributes facilitate positive change in young and adult offender behavior, promote offender accountability and public safety. These four professionals represent the more than 3,000 probation officers that work each day to reduce recidivism, prevent victimization, and protect their communities in New York State. The awardees are recognized as exemplary role models and effective advocates for strengthening the field of probation.”

Both Senior Probation Officer Rentz and Probation Officer Ontl have been with their respective probation departments for nine years. Probation Officer Davis has 18 years of departmental service and Community Services Worker Diana Ward has 28 years of agency service.

### STUDY SHOWS ANGER AND DEPRESSION HIGHER AMONG JAILED TEEN GIRLS THAN BOYS

A new study by the University of California at Irvine reveals that girls in juvenile detention centers face surprisingly different

psychological issues than average teen girls and, in some ways, more severe problems than incarcerated boys.

In a four-state survey, researchers found that girls are twice as likely as boys to be aggressive, and just as likely as boys to have problems with alcohol or drug use – findings that surprised psychologist **Elizabeth Cauffman**, who has worked for years with troubled teens in California and Pennsylvania.

“The psychological issues we found with girls in detention centers are nothing like what we expected — not compared to boys in juvenile hall, not compared to average girls in the community,” said Cauffman, associate professor of psychology and social behavior at UC Irvine. “Girls in the correctional system are just different.”

The study appears in the July issue of *Youth Violence and Juvenile Justice*. For the study, researchers gave psychological evaluations to more than 800 teens and then compared the results of teens in juvenile detention facilities to those who had never been incarcerated but shared similar backgrounds, race and socioeconomic status.

Psychologists know that in general, teen girls are more likely to internalize problems while boys act out through yelling or hitting. But Cauffman found that among incarcerated youths, teen girls are twice as likely as the boys to externalize their problems through aggression. For example, they describe themselves as having a “short fuse” or admit a desire to get back at someone.

The researchers were also surprised to find that among the jailed teens, the girls are just as likely as the boys to report worrisome levels of alcohol and substance use. In the general population, teen girls report lower alcohol and substance use than boys.

In addition, incarcerated girls were two and a half times as likely as boys to describe levels of depression and anxiety that may require treatment, and twice as likely to have a number of somatic complaints, such as physical aches and pains.

Although fewer than 200 girls are detained by the California Youth Authority, Cauffman said the findings help validate concerns raised by staffers who work with the girls.

“The staff is working with really difficult kids,” Cauffman said. “We often point the finger at the system and say ‘fix it,’ but that’s not really fair to the system. If we don’t understand where the problems are and don’t give facilities the resources needed to improve the situation, we won’t be able to ‘fix’ anything.”

One helpful change, Cauffman said, would be to evaluate the mental health issues of teens — both male and female — when they enter the correctional system. The Massachusetts Youth Screening Instrument, Version 2, which Cauffman used as the evaluation tool for her study, was designed specifically for juvenile offenders and can be administered by staff at juvenile detention centers. The screening flags areas for concern — such as depression, drug use, or aggression — that may require further evaluation by a mental health professional. Cauffman has already visited several teen correctional facilities in California to train staff to use the test.

The next step would be training additional prison staff to deal with psychological issues incarcerated teens bring with them to the facilities.

“Everyone, including front-line staff, could benefit from understanding these kids’ psychological issues,” Cauffman said. “For a guard, this could mean learning different techniques for diffusing a tense situation with a teen with post-traumatic stress disorder, compared to dealing with a teen who has a tendency toward acting out.”

The study was co-authored by **Frances J. Lexcen**, Child Study and Treatment Center; **Thomas Grisso**, University of Massachusetts Medical School; and **Asha Goldweber** and **Elizabeth Shulman**, UCI.

This research was an initiative of the John D. and Catherine T. MacArthur Foundation Research and Network on Adolescent Development and Juvenile Justice and was supported by grants from the MacArthur Foundation and the Open Society Institute.

### PROBATION LEADS THE WAY FOR JUSTICE AND LAW AT THE LONDON EXCELLENCE AWARDS 2007

Two United Kingdom probation areas have been announced winners at the annual London Excellence Awards. These awards are now in their third year and were open to organizations in and beyond London. Run by London Excellence, a not-for-profit organization, the winners were presented with a prestigious accolade at a gala dinner held at Carisbrooke Hall in London on Monday, July 16, 2007.

The award aims to recognize and reward the efforts of those organizations that strive for innovation, make continuous operational improvements, and identify best practice approaches that produce success. The London Excellence Award 2007 attracted 75 entries from a variety of sectors including housing, construction, facilities management, education, and justice and legal. Twelve categories of award were presented, including eight themed categories, three Best in Sector and the Award For Best Investor in Excellence — all covering every aspect of quality.

Kent Probation Area won the category for Management Systems for its clear sense of direction with demonstrable achievements and structured processes.

Sussex Probation Area won the Justice and Law Best in Sector Award with their People Involvement and Development submission which clearly demonstrated their passion and commitment to their staff. This success followed on from their achievements in 2006 where Sussex won both the Results Focus and the Innovation and Learning awards.

London Probation Area completed the line up of success for the Probation Service as a finalist, narrowly missing out in the Corporate Social Responsibility (CSR) Award.

The success of the Probation Service in these awards also enabled the Justice and Law Sector to climb up to second place in the London Excellence top five of sectors engaged in Business Excellence — up from fourth place in 2006.

The entries were assessed and judged by over 100 business leaders, who have been trained to assess against the concepts which underpin the European Foundation for Quality Management (EFQM) Business Excellence Model. The framework is used by many organizations around the world to assess progress towards achieving excellence, and enabling them to identify key strengths and potential areas for improvement in order to perform to world-class standards.

**Caroline Buttery**, Chairman of London Excellence, says: "I have been privileged to read the marvelous entries submitted to London Excellence, and these are without exception impressive documents. Indeed the high standards set within all the submissions have made it very difficult for the judges to decide on the winners."

### DEL CARMEN RECOGNIZED TWICE

Sam Houston State University (SHSU) Distinguished Professor of Criminal Justice **Rolando del Carmen** has been named "outstanding" by the Silliman University Law Alumni Association (SULAW) for his "notable deeds as legal advocate and educator and for leading an honorable life."

Del Carmen received a "plaque of distinction" on August 25, 2007, during Silliman University's 19th SULAW General Assembly, when its Wall of Fame, including his name, will be unveiled. He was chosen as this year's *Outstanding SULAW Awardee* in the field of legal education from a list of nominees, his award letter said.

Del Carmen graduated magna cum laude from Silliman University, located in Dumaguete City in the Philippines, with a Bachelor of Laws degree in 1956 and cum laude in 1953 with a Bachelor of Arts degree. He also has earned master's degrees from Southern Methodist University and the University of California-Berkley, as well as a Doctor of the Science of Law degree from the University of Illinois.

Del Carmen came to SHSU in 1974 and was named a distinguished professor in 1995.

Also in August the Texas State University System Board of Regents, which governs Sam Houston State University and several other Texas institutions of higher learning, named del Carmen a Regents Professor.

During his distinguished career, del Carmen has been a close friend to NAPE, having presented at the Annual Awards Breakfast and serving on the faculty of the Executive Development Program. In addition, during the years he has delivered training to criminal justice agencies throughout the United States. Del Carmen has been a leader in contributing to the scholarship on legal liability issues in community corrections.

### ELECTRIC MONITORING RESOURCE CENTER LAUNCHED

Currently in the United States, electronic monitoring (EM) technology is used as a tool to help supervise an estimated 125,000 offenders. By year-end 2008, this number will push towards 200,000 offenders. This increase will occur, in large part, as a result of the implementation of a number of state legislative mandates regarding Global Positioning System (GPS) tracking of offenders.

As the use of EM technology increases, it is critical that agencies have the information they need to implement the technology in the best possible manner. This need led to the creation in August 2007 of the Electronic Monitoring Resource Center (EMRC) available at [emresourcecenter.nlectc.du.edu](http://emresourcecenter.nlectc.du.edu).

Funded by a grant from the National Institute of Justice and managed by the National Law Enforcement and Corrections Technology Center — Rocky Mountain Region (NLECTC-RM), the password protected site is strictly for law enforcement and corrections professionals. The intent is to provide a secure environment for sharing information and exchanging ideas. The EM resource center contains a large number of documents on legal issues, legislation, news articles, procurement help, program administration, reports, research and technology. This resource is provided at no cost.

"It is our hope that the criminal justice community can use the resource center to quickly find the information they need

for their agency. The forum feature can also be used by members to communicate directly with each other and to discuss areas of common concern," says **Joe Russo**, Assistant Director with NLECTC-RM.

### FLORIDA BLUEPRINT COMMISSION CREATED TO STUDY JUVENILE JUSTICE SYSTEM

On July 31, 2007, Secretary **Walter McNeil** of the Florida Department of Juvenile Justice (DJJ) announced today the appointment of a 25-member "Blueprint Commission" to develop a plan that will reform Florida's juvenile justice system. The Commission, comprised of community leaders, juvenile justice stakeholders, and policy experts, has been developed in response to several key concerns. Juvenile recidivism, the overrepresentation of minority youths, and alarming trends involving girls-who comprise the fastest-growing segment of the juvenile justice population are some of the issues Florida's juvenile justice system currently faces. The Commission is chaired by Florida Atlantic University President and former Lieutenant Governor **Frank Brogan**. State and national juvenile justice expert and author **LaWanda Ravoira** is commission vice chair.

"Together with the Blueprint Commission, the Department of Juvenile Justice is taking an important step forward in reforming our juvenile justice system. The members of the Commission are committed to providing the groundwork necessary to make improvements to our system that will have a direct and positive impact on youths," said McNeil. "We recognize that the success of our efforts depends upon public input and the participation of stakeholders from the local community who can best identify areas for change."

The Blueprint Commission on Juvenile Justice will conduct public hearings throughout the state and invite input from stakeholders from all aspects of juvenile justice programs and services, and from citizens. The meetings will feature state and national research experts on juvenile justice trends and best practices; seek presentations from local community leaders, groups and other stakeholders; and include an evening town hall meeting format where citizens can also provide comment.

At the conclusion of the meetings, the Commission will provide a full report of recommendations to Governor **Charlie Crist** and the Florida Legislature. This report will drive future decisions on systemic improvements to the juvenile justice system.

"Every child in this state is an opportunity," said Chairman Brogan. "With the formation of the Blueprint Commission, Florida is voicing the need for greater accountability in providing these youths the chance to make meaningful contributions to our society and communities."

The department is partnering with several prominent philanthropic foundations that are committed to systemic reform in juvenile justice. The JEHT Foundation, a national philanthropic organization based in New York, has joined with the Jessie Ball duPont Fund of Jacksonville and the Eckerd Family Foundation of Clearwater to support the Blueprint initiative. This effort is JEHT's groundbreaking entry into juvenile justice reform in Florida. All three foundations have a long history of supporting programs that balance public safety with successful intervention and treatment focused on turning around the lives of troubled youth.

Three other key partners of the Blueprint Commission and DJJ are the Children's Campaign, Inc., the Florida Network of Youth and Family Services, and the Florida Juvenile Justice Association

(FJJA). The Network and FJJA collectively represent the largest number of the Department's contract service providers. The Children's Campaign is a non-partisan, statewide children's advocacy organization that does not accept government funding.

"These organizations have offered their assistance with the belief that improvements to Florida's juvenile justice system will not only improve the lives of all Floridians, but also ensure the state's continued economic development," said McNeil. "The Children's Campaign has demonstrated both vision and dedication as an advocacy leader, and we are pleased to have its President, **Roy Miller**, involved in this groundbreaking initiative."

Members of the Blueprint Commission include leaders in community, faith, diversity and business organizations, law enforcement and criminal justice officials, educators, and former youths in Florida's juvenile justice system. In addition to Brogdan and Ravoira, members of the Blueprint Commission include: **Alex Arnold**, DHL employee and youth representative; **Marlon Brown**, Gadsden County Manager; **Donna Callaway**, retired principal and member of the State Board of Education; **Carol H. Carlan**, President of Wachovia Bank in Pensacola; **Barbara Cheives**, President of Converge and Associates Consulting, specializing in race and ethnic relations and cultural competency training; **Robert L. "Bob" Crowder**, Martin County Sheriff; **Richard D. Danford, Jr.**, President of the Jacksonville Urban League; **Julio Fuentes**, Founder and CEO of the Florida State Hispanic Chamber of Commerce; **G. Matthew Immler**, Chief of Police for the City of Boynton Beach; **Barry E. Krischer**, State Attorney for Florida's 15th Judicial Circuit; **Dale Landry**, Chair, Criminal and Juvenile Committee of the Florida Conference of the NAACP; **Lester Langer**, Associate Administrative Judge, Juvenile Division, 11th Judicial Circuit; **Carlos J. Martinez**, Chief Assistant Public Defender, 11th Judicial Circuit; **Sidney W. Morgan**, West Florida Region Market President, Blue Cross and Blue Shield of Florida; **Danielle Morron**, Tax Accountant, Wealth and Tax Advisory Services of West Palm Beach and a youth representative; **Mary Sue Neves**, Superintendent of the Calhoun County School District; **Leon Russell**, Director of the Office of Human Rights for Pinellas County; **Bill Sublette**, Orlando attorney, former member of the Florida House of Representatives, and key architect of the creation of the Department of Juvenile Justice in 1994; **Irene Sullivan**, Unified Family Court Judge, 6th Judicial Circuit; **Rajiv Tandon**, Chief of Psychiatry in the Program of Mental Health, Florida Department of Children and Families; **David L. Thomas**, Chair of the Department of Surgery, Nova Southeastern University; **Steven Thompson**, City Manager for the City of Deltona; and **John F. White**, Senior Pastor, Mount Hermon African Methodist Episcopal Church in Ft. Lauderdale.

### HURST ANNOUNCES PLANS TO RETIRE

Juvenile justice expert and researcher **Hunter Hurst, III**, has announced his plans to retire in 2008 after 34 years as Director of the National Center for Juvenile Justice (NCJJ), located in Pittsburgh, Pennsylvania. The NCJJ is the nation's only non-profit research organization concentrating solely on the juvenile justice system and the prevention of juvenile delinquency and child abuse and neglect. The NCJJ, with its staff of 30 conducting legal, applied, and systems research, is the research division of the National Council of Juvenile and Family Court Judges (NCJFCJ).

Hurst has served as NCJJ's Director since the Center's founding in 1973, and is widely known in the juvenile justice research

field for his leadership and innovation. Before joining NCJJ, Hurst served as Director of Intake for the East Baton Rouge Parish Family Court in Louisiana, and Director of Survey and Planning Services for the National Council on Crime and Delinquency in Austin, Texas. A graduate of Louisiana State University with a bachelor's and M.S.W. degrees, he has directed more than thirty applied research studies and authored numerous publications.

According to Judge **Maurice B. Cohill, Jr.**, of Pittsburgh, who spearheaded the creation of the Center in the 1970s and serves as Chair of the Center's Board of Fellows, "Hunter Hurst, a native of Mississippi, gave up those southern roots and came to us in Pittsburgh in 1973 as the first director, and, indeed, the very first staff member of the newly established National Center for Juvenile Justice. After a nationwide search, we concluded he was the man for the job. How right we were! From a tiny office hidden in the Law School of the University of Pittsburgh and with a staff of four hired by him, he has led the Center to become the internationally known research organization that it is today."

NCJFCJ Executive Director **Mary V. Mentaberry** says of Hurst, "His vision, dedication and leadership in the field of juvenile justice will be greatly missed."

The NCJFCJ is in the process of conducting a nationwide search for a new NCJJ director.

### PROFESSOR ADVOCATES VIOLENCE PREVENTION IN SCHOOLS

Universal, school-based violence prevention programs can provide a key tool for reducing youth violence in the United States, according to a recently published piece by a Georgetown University public policy professor.

**Shay Bilchik**, Director of the Center for Juvenile Justice Reform and Systems Integration at Georgetown University, argued for the expansion of successful universal, school-based violence prevention programs, in commentary published in a supplement to the 33rd volume of the *American Journal of Preventive Medicine*. Bilchik's commentary was written in response to "Effectiveness of Universal School-Based Programs to Prevent Violent and Aggressive Behavior," a publication by the Task Force on Community Preventive Services, an arm of the Centers for Disease Control and Prevention. The Task Force Report and Recommendation suggests that implementing universal school-based violence prevention program has the potential to reduce youth violence by up to 15%.

"[The study] makes the case for the importance of 'place' in terms of how we construct a comprehensive youth violence reduction strategy," wrote Bilchik. "A concerted effort to reach children and youth in the environment in which the vast majority spend significant amounts of time — our schools — is one that school officials and other leaders should embrace."

The Task Force publication comprised a review of existing school-based programs and recommended the implementation of universal, school-based programs to prevent violent behavior. Universal programs are defined as those "intended to prevent violent behavior" and "delivered to all children in a grade or school, regardless of prior violence or risk of violence." The Task Force review found impacts of these programs at all grade levels.

Bilchik also focused on the complexities identified by the task force in approaching youth violence as a public health problem. "This thoughtful approach is one that flies in the face of the tendency of many policymakers and practitioners to find the 'silver

bullet' in seeking solutions to problems receiving heightened public attention," he wrote.

The Center for Juvenile Justice Reform and Systems Integration was created in the Georgetown Public Policy Institute to support scholarship and discourse on issues relating to juvenile justice reform. The center sponsors academic programs and symposia for government leaders involved in juvenile justice policy and practice. Bilchik, who leads the center, is a former U. S. Justice Department Administrator of the Office of Juvenile Justice and Delinquency Prevention under President Clinton. Bilchik previously served as president of the Child Welfare League of America for seven years. His experience also includes 16 years as an assistant state attorney for the State of Florida.

### CALIFORNIA CHIEF PROBATION OFFICERS GRANTED STANDING IN POPULATION CAP LITIGATION

On August 20, 2007, Chief Probation Officers of California (CPOC) hailed the decision of a three judge panel of the Ninth Circuit Court of Appeals allowing Stanislaus County Chief Probation Officer **Jerry Powers** and a number of sheriffs throughout the state to intervene in litigation involving California's prison population and the possible early release of as many as 50,000 inmates.

"We are pleased the court allowed us to intervene in this action. It is critical that the court gets a realistic picture of the true impact that a prison population cap will have on local public safety systems and our communities," said Powers. "Simply releasing criminals with little supervision and no rehabilitation services is just going to make the situation worse."

The decision, released on August 17, 2007, also allowed for an extension of time so that additional Chief Probation Officers throughout the state can join the litigation as interveners. CPOC believes as many as a dozen additional Chiefs will join the action.

According to the Chief Probation Officers of California, a major component of alleviating the problems currently faced by California's prisons is to invest at the front end of the public safety system by preventing probationers from entering the front door of a prison through rehabilitation services. Because over 90% of the prison population has been on probation at some point before going to prison, CPOC contends only funding rehabilitation services after these offenders have gone to prison is counterintuitive to alleviating the overcrowding crisis and truly rehabilitating these offenders.

CPOC has long argued for an emphasis on a continuum of rehabilitation and safety measures throughout the entire public safety system. Earlier this year, District Attorneys, Sheriffs, and Police Chiefs stood together at the State Capitol to support state funding for probation services. Governor Schwarzenegger earmarked \$50 million for probation services statewide in his initial budget proposal; however that funding was removed during deliberations later in the year.

Currently, there are 300,000 offenders on probation in California with a mere 1,400 officers to monitor them. Additionally, due to a lack of funding, probation departments have been unable to implement programs which have worked for juveniles with the adult population. CPOC believes that being able to implement these evidence-based programs for adult probationers could prevent over 20,000 offenders from "graduating" from probation and moving into the state prison system every year.

# NATIONAL ASSOCIATION OF PROBATION EXECUTIVES

## Who We Are

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

## What We Do

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

## Why Join

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

## Types of Membership

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

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

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

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

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

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DATE OF APPLICATION \_\_\_\_\_

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

Please make check payable to **THE NATIONAL ASSOCIATION OF PROBATION EXECUTIVES** and mail to:

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