

National Association of Probation Executives EXECUTIVE EXCHANGE

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MESSAGE FROM THE PRESIDENT



ity to speak and act with one voice on matters of national importance.

On March 6, 1996, the National Institute of Corrections (NIC) sponsored a meeting to discuss executive development training. Those in attendance included: George Keiser and Rick Faulkner of NIC's Community Corrections Division; Alan Ault, the newly appointed head of the National Academy of Corrections; Timothy J. Flanagan, Dean of the College of Criminal Justice at Sam Houston State University; Dan Richard Beto, Director of the Correctional Management Institute of Texas and NAPE's Secretary; and me.

The purpose of the meeting was to explore the possibility of a joint collaboration for the development and delivery of appropriate training for probation executives. After a wide-ranging discussion, all agreed that such an effort was needed and that each party could bring something unique to the effort. Accord-

ingly, we agreed to seek a planning grant that would support the development of a model "curriculum" for newly appointed probation executives, along with the design of the "ways and means" to make the delivery of an optimal development experience feasible.

By following this project through to completion, NAPE, in collaboration with its new partners, can make a lasting contribution to excellence in probation.

On March 8, 1996, the National Coalition of Community Corrections Associations (NCCCA) held its quarterly meeting. This organization is putting into place plans to advance an agreed upon national agenda for community corrections by collaborating in legislative, public education, and advocacy efforts. All the member organizations agreed that by speaking, on appropriate occasions, for our combined membership we can more effectively influence public policy. NAPE, as a founding member of NCCCA, continues to play an active role in this effort.

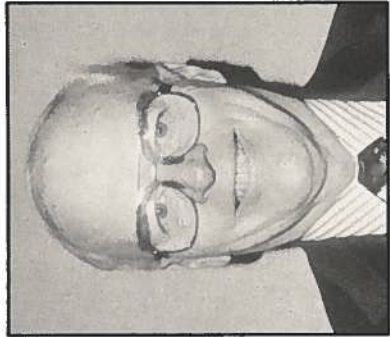
On an unrelated matter, we are busy making plans for the NAPE social, awards breakfast, and business meeting held in conjunction with the American Probation and Parole Association's 1996 Annual Conference in Chicago this June. You may expect to receive details on these activities in the near future. We encourage you to make your plans now to join your fellow probation executives in Chicago.

Ronald P. Corbett, Jr., Ed.D.

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FROM THE GUEST EDITOR



OLD PROBLEMS, NEW STRATEGIES

Since its inception 150 years ago, probation has had to constantly deal with problems of substance abuse, family dysfunction, and the need to establish collaborative partnerships with clergy, police, community residents, a variety of agencies, and the media. This current edition of the *Executive Exchange* highlights a number of new and updated strategies for probation professionals to employ when dealing with these old problems. It is hoped that the information contained in this issue proves beneficial to the readers of *Executive Exchange*.

Donald Cochran
Commissioner of Probation
Boston, Massachusetts

RESTORATIVE JUSTICE AND THE
BALANCED APPROACH

by
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I recently came across two ideas that caught my attention, the first was a motivational sign that read "INNOVATE OR EVAPORATE." The second idea was the balanced approach and restorative justice (BARJ) model for probation practice that would allow us to innovate and not evaporate.

The BARJ model is similar in structure to an equilateral triangle, with its sides representing Public Safety, Accountability, and Competency Development. It views criminal conduct, not as an offense against the state, but as a transgression against the victim(s) and the community. As such, the probation service moves from being offender (rehabilitative) oriented to being victim (restorative) driven. The BARJ model requires a paradigm shift from the present philosophy of retributive justice and individual treatment to one focused on restorative justice and a balanced approach to protecting the public and reintegrating the offender into society.

The basic thrust of the model is to protect the public through increased community security, to sanction the offender through accountability to victims and communities, and to reclaim the offender through competency development.

Certainly, there is nothing new in any of these concepts. The idea of restitution to victims dates back to the Middle Ages and the imposition of "*compensio*ne," while the communal desire to be protected from external threats is coincidental to the history of mankind. Even the notion of victim's rights has been around for several decades. Why then BARJ?

The BARJ model is unique in that it requires a vision statement so that all of the agency's customers – the staff, the victim, the offender, other criminal justice agencies, and the community – know what is expected. Its success necessitates that there be no false expectations.

A vision must go beyond the traditional pledge to "protect and rehabilitate" and must be built on finely honed, candid, and frank dialogue between the probation managers and their staff.

If probation executives are truly committed to BARJ, they must be willing to incorporate measurable goals and objectives for their agencies. Furthermore, they must "walk the walk and talk the talk" by providing staff with the time and training to make this model work.

Another unique feature of BARJ is its recognition of the community as a very important partner that needs to have a greater voice in the sanctioning of the offender, while simultaneously taking more responsibility for community safety and the reclamation of the offender.

To this end, probation executives must be willing to reach out to the community and to make the switch from the traditional agency atmosphere of exclusion to one of inclusion. Whether it is from individual victims or from representatives of the community, offenders need to know how their actions have traumatized both the individual and the community. They also need to hear what the community believes to be a just and equitable sanction. Offenders must be made to realize that they are not being held accountable solely to their supervising probation officer but to the community as a whole.

Finally, while probation has always sought to reduce recidivism, our commitment to a philosophy of competency development has always been suspect. Can we truly say that the majority of people who successfully complete their period of probation supervision exit the system better off than when they entered? Are the imposed conditions of probation relative to the discerned deficiencies of the probationer and, if so, are they complied with? Recent U. S. Department of Justice figures indicate only about 51% of probationers ever satisfy the special conditions imposed on them, and fewer than half ever pay their fines.

The goal of competency development is to provide offenders with opportunities to develop skills, earn money, engage in positive social experiences, and to demonstrate to the community that they are capable of productive, competent behavior (Bazemore and Umbreit, 1994). Thus, local probation offices,

through probation managers, need to develop collaborative efforts with the business community, the schools, and other area human service providers in order to effectively address the socio-economic deficits of the offender population. For example, during 1994, of the nearly 17,000 adults placed under risk/need supervision in Massachusetts, 36% were identified as having educational deficiencies; 53% had employment needs; and 76% were determined to be at risk because of substance abuse.

During the same year, 70% of juveniles on risk/need probation demonstrated educational problems and over 50% were determined to be at risk due to substance abuse. Thus, if criminal behavior is to be reduced, it is critical that the offender exit the system better prepared for law-abiding incorporation into the community than when originally placed under supervision.

The strength of the BARJ model is that its implementation and success depend upon: 1) visionary leadership; 2) an open partnership with the entire community; and 3) and an intense commitment by probation, the community, the offender, and the victim to *all three* sides of the BARJ triangle.

To be successful in the implementation of a BARJ program at the local level, probation executives must take the following steps:

- Be objective in the collection of available data;
- Focus attention on answering the questions "What is broken?" and "why?";
- Evaluate the organization's readiness for change, keeping in mind that people do not resist change, they resist being changed;
- Develop a strategy for implementation accordingly;
- Determine the availability of the resources required for implementation;
- Demonstrate commitment to the agency's vision regardless of the rhetoric and external pressures of the day.

In addition, probation managers must package the program for its acceptance by the community. Surprisingly, despite the rhetoric of the day, there are strong indications that the public will accept intermediate sanctions and competency development if they are assured that it will lead to increased public safety and a reduction in recidivism. A recent survey of over 1,000 adults conducted by the College of Criminal Justice at Sam Houston State University, showed overwhelming support for competency development. Nearly nine out of ten respondents favored developing local programs to keep first time offenders and non-violent offenders active and working in the community. Almost 48% urged that training, education, and counseling be the main purpose in sentencing juveniles. Even for those offenders that the community believed required incarceration, there was almost unanimous support for programs that required prisoners to be able to read and write, and to learn a skill or trade to prepare them for employment before being released from prison (Longmire and Sims, 1995). Thus, it would seem that with the right packaging the public would support the BARJ model.

Although most of the impetus of the BARJ model is directed toward juveniles, its application is also appropriate for youthful and adult offenders, according to Gordon Bazemore and Mark Umbreit (1994), the principal program investigators for the Office of Juvenile Justice and Delin-

quency Prevention. For example, the State of Vermont has recently undertaken a restorative justice model for adult offenders. Many other states and jurisdictions have either begun or are beginning to undertake a BARJ program. Still others have in place some of the needed elements of a BARJ program, such as community service restitution, mediation panels, drug testing, batterers counseling, etc. The nationally acclaimed Earn-It program of the Quincy, Massachusetts, probation department is just one example. Don R. Stiles, Chief Probation Officer for Pima County, Arizona, has made educational and vocational achievement a prerequisite for termination of probation supervision.

The challenge for probation executives will be to introduce innovative programs aimed toward achieving the goals of restorative justice. In Massachusetts, initiatives like the Faitherhood Program are directed toward making fathers of all ages understand their responsibilities for their offspring by establishing dialogue between father and child. Batterers programs are designed to let offenders realize the seriousness of their transgressions and the hurt that their victim and the community sustain. Community, probation, and clergy partnerships for peace play an important role in implementing restorative justice programs in our inner-city communities. The Dorchester, Massachusetts, Court's "Nite Lite" operation has become a model for community probation throughout the Commonwealth. This program holds offenders accountable through drug testing and community service, provides surveillance through frequent home visits and curfew checks, while simultaneously developing a partnership with the community.

In summation, the balanced approach puts an end to the confusion over the purpose of probation and the ideological discord caused by the seemingly antithetical goals of public safety and rehabilitation that has far too often resulted in a bureaucratic paralysis.

By focusing equally on all three components of the BARJ model, the public is afforded an effective and efficient means of protection; the offender is held accountable for the restoration of the loss suffered by both the victim and the community through a hierarchy of sanctions; and, recidivism is reduced through the use of various strategies designed to improve the offender's competencies.

References

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Longmire, Dennis, and Barbara Sims (1995). *1995 Crime Poll: Texas and the Nation*. Huntsville, Texas: Sam Houston Press.

(For further information contact Vincent D. Basile at the Office of the Commissioner of Probation, (617) 727-2161.)

THE FATHERHOOD PROGRAM

by
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“Treat a man as he is and he will remain
as he is. Treat a man as he can and
should be and he will become as he can
and should be.”

— Goethe

During the past decade probation policy makers have witnessed an acceleration in the fragmentation of American families, an acceleration that correlates strongly with criminal behavior. Statistics compiled by the Massachusetts Probation Service reveal that the risk rate for probationers in the area of family structural problems has nearly doubled since 1989. During that same time span the family need factors for these same offenders has increased by 16%.

Managing an effective response to the risks and needs presented by criminal offenders who are enmeshed in splintered family relationships is a key challenge for probation. With this challenge in mind, the Massachusetts Probation Service has launched an experimental, community-based program designed to change the behavior of fathers under court supervision who have abandoned fundamental obligations to their children.

Called The Fatherhood Program, this effort began in December of 1994 in the Boston suburb of Dedham, Massachusetts, with a group comprised of fifteen fathers brought together by the local First Assistant Chief Probation Officer working in conjunction with the Office of the Commissioner of Probation. Thanks to training workshops provided by the Commissioner’s Office the program has now expanded to additional suburban, rural, and urban probation offices located across Massachusetts. As such, The Fatherhood Program is a good example of sound probation policy that has percolated from the ground level up to the administrative level and then across the state.

The goal of the program is not only to increase the responsible behavior of fathers, but, in doing so, to prevent the higher rates of negative outcomes for the children of absent fathers. According to Professor Sarah McLanahan of Princeton University, such “negative outcomes” include a doubling of the chances for unwanted teenage pregnancy, school drop-out, and criminal arrest. Or, as sociologist Barbara Dafoe Whitehead has written in describing boys who grow up without the constructive involvement of fathers:

Scholarly studies find that even after groups of subjects are controlled for income, boys from single-mother homes are significantly more likely than others to commit crimes and to wind up in the juvenile justice, court, or penitentiary systems.

As it endeavors to reduce the likelihood of such outcomes, The Fatherhood Program exemplifies “community probation,” an approach to probation work that is built on three pillars:

- I. Presence: probation officers enter the neighborhoods of their jurisdiction to complete investigations, enforce court orders, or provide corrective programming.
- II. Partnership: probation officers collaborate with allied agencies and organizations to achieve common goals and objectives in the community.
- III. Prevention: probation officers work side-by-side with community partners in order to identify and contest social conditions that give rise to crime.

The Fatherhood Program has established a “presence” in the community by placing its group sessions in churches, human service agencies, housing projects, and civic centers. These locations allow easy access to participating fathers and make it possible for the program to gain public recognition and community support.

The “partnerships” that Massachusetts probation has developed with agencies and organizations located in the community have been essential to the operation, success, and expansion of The Fatherhood Program. In addition to donating space in which to hold group sessions, community programs provide co-leaders and guest speakers to the program. Partner agencies which have helped to enrich and sustain The Fatherhood Program, include the Boston Ten Point Coalition, Parents Anonymous, the Center for Health and Development, Catholic Charities, Alcoholics Anonymous, the Endicott Estate, and various hospitals, libraries, and social work establishments. Such vigorous community involvement has given strength, resilience, and balance to the efforts put forth by the probation officers who lead the group sessions.

Once placed in the community and actively supported by partners, The Fatherhood Program begins to work on “prevention.” Indeed, the “heart and soul” of the program can be found in the five principles which provide a preventative design for the structure of the program. The five principles call upon fathers who enter the program to live up to their responsibility to:

- Give affection to their children;
- Give gentle guidance to their children;
- Provide financial support to their children and to the mothers of their children;
- Demonstrate respect at all times to the mothers of their children; and,
- Set a proud example for their children by living within the law and without the taint of substance abuse.

The “backbone” of The Fatherhood Program can be found in the rules of the group which call upon the fathers to:

- Participate in all 12 group sessions;
- Appear on time for each session;
- Show up in a sober and drug-free condition;
- Engage in positive self-talk rather than destructive criticism of others; and,
- Maintain confidentiality.

The structure of The Fatherhood Program group sessions is simple and direct. Each ninety-minute session begins with the reading of the five principles by participants. Next, each of the fathers, including the co-leaders, takes a turn telling about one act that they performed in keeping with one of the five principles during the past week. After a short break, a guest speaker from a community agency makes a 15 minute

presentation in support of one of the five principles. And finally, to close the meeting, the fathers again read the five principles aloud.

(Anyone interested in learning more about this community-based response to family fragmentation is encouraged to contact Chief Probation Officer Steve Bocko at (617) 727-5919.)

PARTNERSHIPS FOR PEACE

by
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The Ten Point Coalition is an ecumenical group of clergy and lay leaders working to mobilize urban communities around issues affecting mostly black youths, especially those at risk for violence, drug abuse, and other destructive behavior. Over a three year period the dialogue has been broadened to include gang members, street workers, theologians, seminaries, parsons, and lay leaders. During this time probation has become an active participant in working closely with all of the community groups.

Activities that Enhance Partnership

Training is offered to those individuals who are interested in working with at-risk urban youth. The training prepares participants to work on the following problems:

- Street corner discussions with gang members and drug dealers;
- Counseling for youth;
- Participate in mediation efforts between working gangs;
- Provision of assistance/referral for jobs, housing, education, and drug treatment;
- Neighborhood tours led by at-risk youth from the neighborhood;
- Support of existing street ministries to the homeless;
- Participate in neighborhood crime watches and patrols; and,
- Patrols at sites, e.g. churches or street corners, which have been plagued by high levels of criminal activity.

Armed with a number of trainees and working with appropriate community agencies, the coalition has developed the following action plan:

1. Adopt a youth gang;
2. Send mediators and mentors for Black and Latino juveniles into local Probation Offices, schools, juvenile detention facilities, and urban areas;
3. Commission youth workers to do street level work with at-risk youths involved in drug dealings;
4. Develop concrete and specific economic alternatives to the drug economy;
5. Develop partnerships and community health centers that would, for example facilitate counseling for families and individuals under stress, after dis-

ease prevention programs, or provide substance abuse prevention and recovery programs;

6. Build pastoral linkages between downtown and suburban churches and urban church ministries;
7. Initiate and support neighborhood crime watches;
8. Establish brotherhood and sisterhood as a rational alternative to violent gang life;
9. Establish rape crisis drop-in centers, seminars for battered women, and counseling for abused women; and,
10. Develop a Black and Latino history curriculum as a means of increasing literacy and enhancing self-esteem in young people.

Many initiatives have been developed as the working relationships between the Ten Point Coalition and probation developed. Two specific initiatives are highlighted below.

Youth Advocacy Program

The Youth Advocacy Project (YAP) serves as the primary point of intervention for court involved youth. The YAP reduces the number of young black males under the direct court supervision by providing them with support mechanisms in the community. The youths are referred to this program from the inner city courts in Boston. The work includes appearing with the youth in court, discussing the youth problems with his probation officer, counseling, education and employment referrals. YAP participants will be “sentenced” to the Doin’ the Knowledge Literacy Through History Project which aims to motivate participants to read and discuss important ideas, using relevant historical and contemporary topics to enhance basic literacy and critical thinking.

“What’s Love Got to Do With It”

The Ten Point Coalition has also developed a partnership with Dorchester District Court Probation Office to have young women on probation referred from the court or, on a voluntary basis, participate in a program designed to improve their marketability. The coalition has secured the services of a job placement specialist who will help in locating employment for eligible young women (male probationers are also eligible for the job placement). In addition, a licensed social worker provides counseling and other referrals. The coalition also provides a stipend to committed participants as an incentive.

As a result of the Ten Point Coalition, probation, the courts, and community groups are working together to reduce at-risk behavior and to promote a shared partnership in effectively dealing with a troubled population.

(For more information about the Ten Point Coalition, contact Milton L. Britton, Sr., Supervisor of Field Services Division, at (617) 727-5334.)

POLICE AND PROBATION
COMMUNITY PARTNERSHIPS

by
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The Boston Globe reported in an editorial on September 21, 1995, that "gang members and other neighborhood destabilizers could expect carefully targeted prosecutions that end in major jail time. Formerly deskbound probation officers are now popping up in unexpected places to the dismay of curfew breakers."

In January of 1991, due to increasing numbers of youthful offenders, a specialized unit was organized that would deal only with those individuals who came before the court in the Dorchester inner city section of Boston. Special terms of probation were introduced that included curfews, area restrictions, and, if necessary, restricted the size of a group that a probationer could associate with on the street. This contingent was dubbed the "Youthful Offenders Group" and was designed to be very pro-active. The elements of probation supervision in late night home visits were encouraged, as well as visits to schools, job locations, and to high crime neighborhoods.

This initiative was expanded and called "Operation Nite Lite." This expanded program initially began in 1992 as a joint venture between the Boston Police Anti-Gang Unit and a number of probation officers. The concept of the operation was to have both probation and police officers join in an effort to stem the ongoing "gang" violence and enforce court mandated terms of probation.

As the collaboration between probation, police, and other community partners continued, an interesting trend was noticed. Dialogue opened up between officers of the Anti-Gang Unit (Boston Police) and the probation officers of the Dorchester District Court. Previously police would make an arrest, follow through at trial, then see their defendant placed on a period of probation supervision. Police involvement would end. Presently there is information being shared between probation and police concerning the defendants activities after they leave the Courthouse. Probation officers are now out on the streets visiting street corners, schools, anywhere the offenders can be found, including off-limit locations. The word soon drifted back from the "street" that probationers were not happy about all this attention. Reports were now being received about curfew and area restriction violations from police officers who now knew full well that the probationer would be held accountable for violations.

One of the initial problems in expanding the high intensity supervision by probation evolved around the fact that probation officers were generally not seen in the high crime areas at night. Past practice needed to be changed.

An idea was presented to Boston police detectives about the possibility of probation riding with officers on their nightly rounds. Initially this idea was met with skepticism from probation officers who felt that it was not their job to be out at night and by police officers who did not want to ride with "social workers." But once it was discovered exactly what powers

probation officers had regarding enforcement of terms of probation, the idea that probation had no "teeth" was dispelled.

The initial "Nite Lite Partnership" was initiated on November 12, 1992. On that first night over 30 probationers were visited and found to be in violation in some way of their conditions of probation. Since that first night that number of violators has never been equaled. Operation Nite Lite is a program that has been refined from just a law enforcement tool to a partnership between parents, police, community groups, and probation. It shows both police and probation presence in the community. It allows terms of the probation to be enforced face to face on the streets and holds offenders accountable. In some cases it has helped parents re-assert parental control. Some probationers have used it as an excuse with their peers not to be out for fear of being caught by their probation officers. In the end, it is a logical step to regain control of the streets. Presently, either a police officer or a probation officer, sometimes both, are on the city streets enforcing conditions of probation, seven days and seven nights a week.

From the success of the "Nite Lite" an expanded initiative of citywide collaboration between probation and the police was initiated during the summer of 1995. The expanded collaboration was jointly announced by Massachusetts Probation Commissioner Donald Cochran and Boston Police Commissioner Paul Evans. This new partnership was named "Operation Tracker." It was noticed that additional benefits could be realized from building a better bridge of communication between the local probation officers and the local police districts. This concept is currently being expanded to many other Massachusetts communities. "Operation Tracker" is seen as a significant reason that the City of Boston did not have to initiate a citywide curfew during the past summer. The "Tracker" concept is simple in design, but profound in its outcomes. Each probation office works with local police to jointly identify the 25 highest risk probationers in each district. By using the resources of both probation and police to track these offenders, a true intensive probation supervision is achieved.

While it runs counter to both good practice and common sense, the reality appears to be that probation and police departments across the country do not routinely share information and intelligence on matters of mutual concern. As a consequence, probationers who have contacts with police that fall short of arrest (protective custody, warnings, etc.) can usually rely on the fact that their probation officer will not receive this critical information. Similarly, police officials attempting to address local problems most often do not have the benefit of the information that probation officers may have regarding the name and activities of some of the local "players." For example, by simply supplying the police with the names and addresses of active probationers, there can be an appreciable increase in public safety. We also improve the chances of success in our rehabilitation programs. We are not trying to reinvent the wheel. Old ideas such as curfews have been given a new twist. Curfews and conditions of probation that restrict offenders from being in a certain location and enforced by police and probation are now powerful public safety tools.

Probation and police partnership programs are being expanded to other locations throughout Massachusetts. Each probation office and each police district will establish a liaison between the two agencies. In addition to anti-gang units, project tracker programs, and absconder apprehensive pro-

grams, joint training programs between probation and police have enhanced the skills of practitioners in both agencies. The programs are generally evolved around two principal responsibilities: 1) The joint establishment and on-going updating of a list of approximately 25 high risk probationers in each district; and, 2) sharing on a regular basis information regarding any contacts, status changes, or intelligence relevant to any one of the listed probationers. The purpose of this regular exchange is to insure a close monitoring and a rapid response to any problems presented by the probationers.

Police liaisons may conduct collateral activities with respect to these cases, such as sharing the names at roll calls and checking with route cars concerning any contacts. Probation officers will be expected to respond promptly to any adverse information, with actions up to and including arranging for probation warrants, initiating revocation proceedings, etc. Wherever information is shared that reflects well on the probationers behavior in the community, this positive information is shared and can also lead to a response such as remission of community service hours, early termination of probation, or other considerations.

Very simply put, experienced offenders have too often come to rely on the fact that key components of the criminal justice system may not always share information concerning their activities, thereby creating "blind spots" in which the probationers can operate with immunity. Operations "Nite Lite" and "Tracker" are designed to further close the communication gap between law enforcement and probation, thus eliminating those "blind spots" so that those offenders presenting the highest risk to reoffend in the neighborhoods of the city are both well known to both agencies and closely monitored.

(For further details concerning the Police and Probation Community Partnerships, contact James Concannon at (617) 727-8484.)

DOMESTIC VIOLENCE TRAGEDIES

by
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The following is a summary of an October 1995 study on domestic violence titled "Tragedies Of Domestic Violence: A Qualitative Analysis of Civil Restraining Orders In Massachusetts."

A majority (67.9%) of defendants found guilty of violating a restraining order are under probation supervision. Two characteristics that are relevant among violators are prior criminal record and substance abuse problems. A restraining order defendant with a prior delinquency or criminal record is more than twice as likely to violate the order than a defendant without a prior delinquency or criminal history. The presence of a substance abuse problem has a significant effect on future arraignment of violating an order. Thirty-two percent of restraining order defendants identified as having an alcohol abuse and/or a drug abuse problem are arraigned for violation of a restraining order. Only nine percent of the defendants with no prior delinquency or criminal record violate a restraining order.

These facts should be kept in mind when interviewing and investigating the offenders and their families. It is important to establish an appropriate supervision plan, as well as to provide the necessary services for the offenders and families.

An alarming finding of this recent report is the large number of children present during incidents of domestic violence in the home. An estimated 43,000 children per year in Massachusetts are exposed to acts of abuse and violence. Sixty-five percent of these children are under eight years of age. These findings suggest that many children who have been exposed to violence at a young age may have many problems as they grow older, particularly when entering the school system. This information increases the requirement for probation officials to work with school systems across the state to identify possible victims of poor performance, acting out, abnormal behavior, and children in need of services (CHINS) and delinquency cases. Probation and the schools need to work together and provide support and educational services to prevent future cycles of violence.

The problem of substance abuse is present in many of the domestic violence cases. Over half (51.3%) of all restraining order defendants show some indication of having an alcohol and/or drug abuse problem. Findings from the study also show that a substance abuse problem increases the chances that the restraining order defendant will violate the order. This is an indication for further need and support for substance abuse services for restraining order defendants.

Probation plays an important role in the prevention of domestic violence. Many courts across the state have set up domestic violence round tables and formed community coalitions to institute educational, preventative and intervention initiatives for victims, batterers and families. Probation offices institute early intervention programs to reinforce the conditions of the order, make appropriate referrals for defendants in need of counseling and resources to prevent the violation of orders. Since a large number of restraining order defendants convicted of violating an order are placed under probation supervision, these defendants are placed under maximum supervision and attend appropriate intervention programs for batterers and substance abuse. Of the restraining order defendants who have prior criminal records, there is a high probability that many of the probationers have problems surrounding domestic violence even though they are currently on probation for an unrelated offense. This is important to keep in mind while screening offenders and their families. In addition, some probation offices have begun offering family related programs, as well as violence reduction and prevention programs for both juvenile and adult offenders identified as being prone to violent behavior.

The efforts of the Massachusetts Probation Service to prevent domestic violence are based on the collaborations of many professions. Probation has initiated such collaborations with law enforcement, victims services, public health, social services, educators, and medical practitioners. This report demonstrates the need for these collaborations, for in many cases probation deals with the troubled families that are also clients of these various other agencies. Probation will continue to support these efforts and expand the ability of other such programs.

(For more detailed information on the above study contact Anne Powell at (617) 727-5306.)

PROJECT SAFEWAY:
PROBATION’S CONTRIBUTION
TO OPERATION “WEED AND SEED”

by
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The program described in this article was designed to draw heavily on neighborhood resources and support. By implementing the program, known as Project Safeway, the Cook County Adult Probation Department (CCAPD) in Chicago joined the federal government’s Operation Weed and Seed Initiative.

Joining Operation “Weed and Seed”

In May 1992, the U.S. District Attorney’s Office for the Northern District of Illinois, CCAPD, Treatment Alternatives for Special Clients (TASC), which helps drug-using offenders prepare for treatment and refers them for services, and the Safer Foundation, which assists offenders to improve their vocational skills and to find employment, were awarded weed and seed funding from the Bureau of Justice Assistance. Chicago’s weed and seed effort concentrated on the opening of a Community Justice Center at the Ida B. Wells Housing Development where drug, gang, and violent crime problems were rampant and well-documented. CCAPD’s contribution to the program was the replication of Project Safeway at the Community Justice Center.

Replicating Project Safeway

Project Safeway is a community-based reporting facility that houses the full complement of probation functions and services. Project Safeway became operational in November 1991 and was first located in a west side neighborhood of Chicago with a large proportion of high-risk probationers. The replication of Project Safeway in the weed and seed target area (i.e., Ida B. Wells Housing Development) drew greatly on our experiences and accomplishments with the initial program.

Project Safeway is designed to create a working partnership between probation, not-for-profit service providers, and community organizations. The project staff of two probation officers and a supervisor assist weed and seed probationers to make a successful transition from convicted offenders to free and productive members of society. In particular, Project Safeway’s services at Ida B. Wells focus on probationers’ problems with drug use and unemployment, which are prevalent in the target area. The goals of Project Safeway are to strengthen probation’s linkages with the community, to provide a “full-service” model of probation, to protect public safety, and to intervene in offenders’ lives at the personal, familial, and neighborhood levels.

A total of 115 probationers reside in the weed and seed target area. The majority of them are young males on probation for

drug-related offenses. All weed and seed probationers are African American and many of them have prior felony convictions and have previously been on probation supervision. Along with drug problems, nearly two-thirds of the target-area probationers are high school dropouts, nearly three-fourths are unemployed, and 40% are on public assistance.

CCAPD monitors weed and seed offenders through a variety of approaches. We are able to widen the depth and breadth of monitoring techniques because of reduced caseload sizes. Moreover, becoming part of the Community Justice Center and working on-site with the TASC and Safer has permitted us to deliver services more effectively and efficiently by bringing them together “under one roof.” All target-area clients are assessed thoroughly for a variety of problems including drug abuse, unemployment, gang affiliation, and violence. Weed and seed probationers are required to participate in offender orientation sessions and are referred for services to assist with their problems. In addition, they are ordered to have frequent contacts with caseload officers and surveilled closely to identify and prevent future criminal activity.

Perhaps the most important aspects of Project Safeway’s contribution to Operation Weed and Seed involve its work with and in the surrounding community. Project Safeway officers at the Community Justice Center have joined indigenous service providers and political, religious, and business leaders in a variety of activities to combat the root causes of crime and violence. Their efforts have included the following:

- (a) Adopt-a-School Program: weed and seed probation officers serve as mentors and role models to young persons in the local public school system;
- (b) Crime Awareness Program: weed and seed probation officers expose young persons in the target area to a crime prevention program at the Cook County Department of Corrections that shows them firsthand the serious consequences of crime and drug use;
- (c) Career Day: local business persons and educators bring educational and employment opportunities to weed and seed probationers;
- (d) Clean and Green: weed and seed probationers participate in a neighborhood clean-up program to rid the streets of trash and other signs of physical disorder; and,
- (e) Food and Clothing Drives: weed and seed probation officers lead a department-wide initiative to provide probationers and their families with food during the holiday season and with year-long access to an emergency clothing pantry.

Benefits of the Project

First, Project Safeway offers immediate, balanced, and comprehensive programs for offenders to address a wide range of needs, deficiencies, and problems in living. Project Safeway’s efforts include highly focused and intensive interventions in the areas of substance abuse treatment, vocational/employment training and placements, and individual and group counseling.

Second, it protects public safety through conscientious monitoring and surveillance practices, such as in-office reports, home visits, and telephone contacts.

Third, it builds fundamental and lasting bridges between adult probation, independent service providers, and commu-

nity institutions to create an effective network of available services for probationers.

Fourth, it fosters cooperative, working relationships among court agencies involved in the supervision of adult offenders.

Fifth, it integrates all aspects of probation operations with all levels of offenders under a single program.

Sixth, it provides a pool of community service workers to participate in city-sponsored neighborhood improvement activities.

Seventh, it promotes the rehabilitation and reintegration of offenders and prepares them to become law-abiding members of the community. This will lead to lower rates of recidivism and future incarceration.

Finally, it serves as a model of community supervision for other probation agencies in Illinois and throughout the country.

(For further information about this initiative, contact Nancy Martin at (312) 890-3333.)

GETTING THE WORD OUT:
HOW TO PUBLICIZE
PROBATION’S GOOD WORKS

by
Marge Brown
Deputy Commissioner
Office of the Commissioner of Probation
Commonwealth of Massachusetts

Undertaking a concerted effort to make contact with your local media may seem like a kamikaze endeavor. The media is always “in your face” when someone on probation commits another crime, but surely any outreach to media reporters would only come back at you somehow. Right?

Wrong! Radio, television, and print reporters are interested in knowing the good works of their local probation officers and, in Massachusetts, probation officials have recently sponsored special training programs for Chief Probation Officers called “Meet the Press.”

Working positively with local media can be approached in two ways (both of which are important): establishing a relationship with reporters before a crisis occurs; and, knowing how to communicate effectively when a crisis (inevitably) occurs.

You also need to keep two other factors in mind if you decide to undertake a proactive media campaign: identifying what media outlets are appropriate; and, being trained on the “dos” and “don’ts” of working with the media.

Taking a Pro-active Approach

Establishing a positive relationship with reporters before a crisis occurs serves both you and the media. You can enlist the media to publicize the good works of your department, helping to educate and inform the people in your community (many of whom have little understanding of the issues, problems, “hard realities” and alternative solutions to community supervision). The key point here is you must have a story to tell.

In Massachusetts, local probation offices across the state have had success in publicizing initiatives with a clear public safety focus, such as:

- community service programs;
- coalitions with local police departments;
- restitution collections; and,
- probation violators.

Coverage of these programs helps reinforce the punishment side of the probation mission and reminds the public about the value of a probation presence in the community.

Stories about personnel

The professional calibre of your staff is also of interest to local media. Promotions, new appointments, selection to key policy committees and national awards are all evidence of the professionalism and competence of probation personnel. Writing news releases about these appointments is an easy first step for probation departments unfamiliar with how to write a catchy headline or organize an in depth news article. Local newspapers, particularly weekly newspapers, will print articles with a “local angle,” so make sure you target the newspaper which serves the individual’s home town as well as the community where the probation department is located. Proactive efforts in this area also remind your staff that you are proud of them and value their contribution to your department.

Stories about treatment programs

Despite the public’s frustration with the criminal justice system and worries about personal safety, the public does not expect every offender to be incarcerated. As long as media initiatives include some public safety focus, the public still welcomes information on rehabilitation programs. The best way to present these programs is to back up their value with facts.

It is not enough to generally describe your new treatment program; the media (and the public) will expect back up documentation such as: how many offenders participate in the program, how long as it been going on, what is the goal of the program, and how do you know it is effective. This last point is sometimes daunting for people unfamiliar with “research” methodology. But often with simple record keeping and statistical techniques, you can demonstrate the value of the program.

Crisis Response: How to Make the Best of a Bad Situation

Inevitably, you will probably be faced with a situation that the media calls you because a probationer has committed a horrible crime or somehow slipped through the cracks of accountability. These “dos” and “don’ts” may help you get through the ordeal:

The Don’ts

- Don’t hide under your desk, leave the office or otherwise run from these calls; (playing hard-to-get with the press accomplishes almost nothing positive for you; an aggressive reporter will get the story with or without your help);
- Don’t say “no comment” (it looks like you have something to hide);
- Don’t say more than you have to (keep your answers simple and concise); and,

- Don't answer a question you don't like; rephrase it and respond with a more appropriate question and answer.

The Dos

- Do establish a relationship ahead of time with reporters in your community; it helps when a crisis occurs to know who you are dealing with;
- Do give yourself a few minutes to respond when a call comes in; tell the reporter you have someone in your office and ask what they want to know. Then tell them you will call them back in a few minutes; it gives you time to think about how you want to handle their questions;
- Do tell them you need to get more facts, or that an investigation is underway, if that's the case;
- Do tell them the legal reasons why you can't answer all their questions, if confidentiality issues are involved.

Identifying Appropriate Media Outlets

Your local community is generally served by a wide range of media outlets, from commercial radio and television stations to newspapers and specialty magazines. Depending on the topic, you can even "pitch your story" for presentation at cable television stations, for a radio talk show or public service announcement. If you find that the metropolitan print media are difficult to get coverage of your good works, don't overlook the community newspapers. Start building a constituency among your local media representatives; they need you as a source of information and insight as much as you need them.

Training

The best first step in a pro-active media program is to train your managers on how to deal with television, radio, and print reporters. Bring media representatives in to help with the training (they will welcome the opportunity). Keep in mind that while the Chief Executive Officer may be the appropriate spokesperson for an unusual high profile case, generally local managers are closer to the facts and a credible community contact for interviews by the press. Don't "offer up" the Chief Executive Officer too fast or for cases that do not require a high level executive to respond. All levels of management need skills to deal with media inquiries when they arise.

It is important to support the training by establishing a written protocol as to how to respond to a "problem case." Set up a system for backing up managers with both legal consultation and guidance on how to frame a proper response. It is also helpful to provide resources for general background questions (pamphlets, statistics, annual reports, etc.), which are sometimes only available in the central office.

The goal of the training is to help probation officials to forge a positive relationship with the media, promoting a positive image of probation's important and valuable contributions to your community.

(For more information on media programs contact Marge Brown at (617) 727-0260.)

INFORMATION ABOUT EXECUTIVE EXCHANGE

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

The contents of this issue are copyrighted. Articles may be reproduced without charge as long as permission is obtained from the editor and credit is given to both the author and *Executive Exchange*.

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

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

Dan Richard Beto, Director
Correctional Management Institute of Texas
Criminal Justice Center
Sam Houston State University
Huntsville, Texas 77341-2296

The Criminal Justice Center at Sam Houston State University serves as the Secretariat for the National Association of Probation Executives. *Executive Exchange* is published by Sam Houston Press.

NEWS FROM THE FIELD

FALLIN RETIRES

Recently long-time NAPE member Vince Fallin notified Ronald P. Corbett that he will retire from the Georgia Department of Corrections in February 1996. In addition, Fallin has submitted his letter of resignation as the Southern Regional Representative on the NAPE Board of Directors. In his letter Fallin writes:

I hope that in some way I have made a few long-lasting contributions to our profession, but I assure you that I take much more with me than I leave. I have thoroughly enjoyed my service on the NAPE Board of Directors, and my relationship with the organization has had a tremendous impact on my life and my professional career. While I will no longer serve on the Board of Directors, I certainly intend to remain an active member of NAPE as a "retired" probation executive.

Fallin, who has recorded 30 years of combined military and government service, plans to start a second career in the private sector. In March 1996 he will join Roche Diagnostic Systems as the Sales Account Manager for North Georgia, North Carolina, and South Carolina.

In 1994 Fallin was the recipient of the Executive of the Year Award presented by the Criminal Justice Center at Sam Houston State University.

While we are saddened by his departure from the NAPE Board of Directors, we look forward to a continued relationship with Vince Fallin.

GRANT AWARDED TO APPA

The American Probation and Parole Association recently received a grant from the Office of Victims of Crime (OVC) to develop a *Compendium* of promising victim-related practices and programs within probation and parole agencies. The primary purpose of the project is to identify innovative policies, procedures, and programs developed by individual probation and supervising parole agencies to respond to the needs of crime victims, and to encourage their replication through dissemination. The dissemination of information on promising practices and programs will assist agencies in the proactive development of victim services.

The major product of this project will be a *Compendium of Promising Victim-Related Strategies and Practices in Probation and Parole*. Information provided in the *Compendium* will include a comprehensive description of the essential elements of victim-related initiatives, an overview of the selected agencies which have implemented promising practices and programs, and detailed supplemental materials that may be used for replication.

APPA would appreciate receiving information on agencies that have implemented innovative victim-related community supervision practices and programs. Individuals with information and inquiries concerning this project should contact

Tracy Godwin, American Probation and Parole Association, P.O. Box 11910, Lexington, Kentucky 40578-1910; her voice telephone number is (606) 244-8215 and her facsimile number is (606) 244-8001.

NEW MEMBERS

Since the publication of the Fall 1995 issue of *Executive Exchange*, eight new members have joined the National Association of Probation Executives. The new members are listed below in alphabetical order:

Kaye Adkins Assistant Director Department of Community Corrections Spokane, Washington	Marc Renzema Professor Criminal Justice Program Kutztown University Kutztown, Pennsylvania
Marjorie L. Brown Deputy Director Department of Corrections Springfield, Illinois	Alan Shuman Director Probation and Parole Division Department of Corrections Santa Fe, New Mexico
Dorothy Faust Deputy Chief Maricopa County Adult Probation Dept. Phoenix, Arizona	George M. Walker Chief Probation Officer Marion Co. Superior Court Probation Department Indianapolis, Indiana
Darrell McGibany Associate Director Madison County Probation and Court Svcs. Edwardsville, Illinois	Eric Zimmerman Chief Probation Officer Allen County Adult Probation Dept. Fort Wayne, Indiana

We are pleased that these community corrections professionals have joined our organization; they are encouraged to become actively involved in the Association's business.

CORRESPONDENCE

Ron Corbett received the following letter regarding our Association and *Executive Exchange* from Marjorie L. Brown, a Deputy Director with the Illinois Department of Corrections:

... I have mailed my membership application to the Secretariat. When John Robinson made me aware of your organization, I thought it would be something worth taking a look at. When I read the publication, *Executive Exchange*, I knew I wanted to "belong." Thank you.

This letter from one of our new members is deeply appreciated. Too, we are grateful to John Robinson for his recruitment efforts. While he no longer serves on the Board of Directors, he continues to actively promote the Association. We note that of the eight new members, two are from the State of Illinois.

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.

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.

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.

Membership Application (TAX # 58-1497263)

NAME _____ TITLE _____

AGENCY _____

ADDRESS _____

TELEPHONE # _____ FAX # _____ DATE OF APPLICATION _____

**CHECK
MEMBERSHIP
DESIRED:**

Regular	☐	\$ 50 / 1 year
	☐	\$ 95 / 2 years
	☐	\$140 / 3 years
Organizational	☐	\$250 / 1 year
Corporate	☐	\$500 / 1 year

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

NAPE Secretariat
ATTN: Christie Haney
Correctional Management Institute of Texas
Criminal Justice Center
Sam Houston State University
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(409) 294-3757