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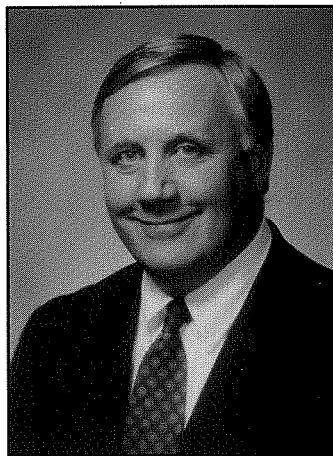
WINTER 2000

PRESIDENT'S MESSAGE

As I have stressed in a previous President's message, one of my goals as President has been to continue the fostering of new recruits to the Association. As you can imagine, this is accomplished in a variety of ways, and I have learned through the years, especially in the recruiting of volunteers, that nothing works better than the personal approach. As an organization, we can send out all of the mailings and notices we want, but personal contact, whether face to face or by phone, works best.

As an example, I recently phoned Veronica Ballard, the Chief Adult Probation Officer for Cook County, Illinois. Ms. Ballard is relatively new to her position in Chicago, and she came to Cook County via the Texas Parole Authority. Veronica came to NAPE via the Executive Development Program, and in my recent conversation, she confirmed that she recently renewed her membership in her new capacity with Cook County. While my call did not convince Chief Ballard to renew her membership, it did convey to her that NAPE valued her presence on our roster and within the Association.

As a second example and within my current state of Michigan, NAPE membership was abysmally low, so I scheduled state presentations to adult probation personnel in Big Rapids and Juvenile Court Administrators in Traverse City, and through this simple effort, NAPE membership within the Wolverine State has made positive strides and, in part, the increases are linked to my presentations about the state.



Finally, NAPE membership now totals 196, but it is down slightly from a previous 1999 count. Within the next few weeks, I plan to do direct follow up with former members who have not retained membership. Perhaps through direct contact and lobbying, the former NAPE members will return to the Association.

Now what is your part? Imagine if every current NAPE member brought one new member into the organization in 2000, our membership would swell to close to 400 members! Show your commitment to NAPE and take the time to approach at least one potential new member within your county or state probation operation. From a selfish perspective, select a potential member, who not only would be amenable to NAPE membership, but would also seek to contribute their time and talents.

Another exciting development within NAPE is the organization's exposure to the European and international probation community. Our Vice President, Dan Beto, recently returned from a Probation 2000 Conference in London, England, where he met a number of probation executives from various parts of the world. Elsewhere in this issue of *Executive Exchange* may be found a report on that conference and two of the presentation the delegates heard.

For those of you who actively participated in nominating officers and directors for the 2000 election, I thank you with a special tip of the hat to Ron Corbett for his serving as chair of the NAPE Nominations and Election *continued on p. 2*

CONTENTS

| | |
|--|----|
| President's Message | 1 |
| A Report on Probation 2000: An International Conference, <i>Dan Richard Beto</i> | 2 |
| Community Sentences – Shaping the Debate, <i>Geoff Dobson</i> | 3 |
| Strategic Direction for Community Justice, <i>The Right Honorable Jack Straw</i> | 7 |
| “Broken Windows” Probation: A Response, <i>E. Robert Czaplicki</i> | 10 |
| Strategic Planning, <i>Onondaga County Probation Department</i> | 12 |
| Probation Team Direction, <i>Onondaga County Probation Department</i> | 14 |
| Matching Probation Officers to Interventions, <i>Robert A. Shearer, Ph.D.</i> | 15 |
| News From the Field | 18 |

A REPORT ON PROBATION 2000: AN INTERNATIONAL CONFERENCE ON THE FUTURE OF CRIME AND PUNISHMENT

by
Dan Richard Beto
 Director
 Correctional Management Institute of Texas
 Sam Houston State University
 Huntsville, Texas

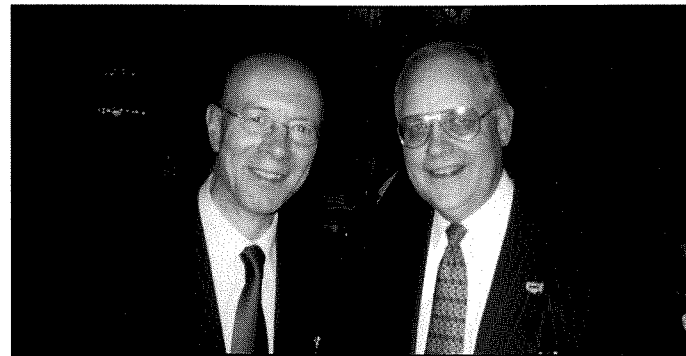
On January 26-28, 2000, the Queen Elizabeth II Conference Center, situated on Parliament Square across from Westminster Abbey and the British Houses of Parliament in London, England, was the site of Probation 2000, a unique international conference looking at the future of crime and punishment and exploring methods of making communities safer.



More than 700 delegates from around the world attended this conference, hosted by the Association of Chief Officers of Probation and the Central Probation Council, and supported by the British Home Office and the Scottish Executive. Delegates to the conference represented a number of countries, including Argentina, Canada, China, Denmark, England, Germany, India, Italy, Japan, Northern Ireland, The Netherlands, Portugal, Scotland, Sweden, Thailand, United States, and Zimbabwe. In addition to the delegates in attendance, there were over 50 exhibitors present.

On Wednesday, January 26, 2000, the opening day of the conference, the theme for the sessions was "A Vision for

Community Justice – Shaping Answers to Crime." Speakers included: **Lady Stephanie North**, Chair, Central Probation Committee; **Geoff Dobson**, Chair, Association of Chief Officers of Probation; **Rabbi Julia Neuberger**, Chief Executive of the King's Fund; and **Jack Straw**, Member of Parliament and Home Secretary (the presentations made by Dobson and Straw are found elsewhere in this issue of *Executive Exchange*).



Geoff Dobson, Chair, Association of Chief Officers of Probation, and Dan Beto, Vice President, National Association of Probation Executives.

The theme for Thursday morning was "Criminal Justice in Practice," and delegates heard the following speakers: **Sir Graham Smith**, Chief Inspector of Probation; **Lord Bingham of Cornhill**, Chief Justice of England and Wales; **Pedro David**, President, Supreme Criminal Appeal Court in Argentina, and Director, Center for International Cooperation in Criminal Justice; and **Martin Narey**, Director General, British Prison Service.

On Thursday afternoon delegates were able to select from eleven concurrent seminars on the general theme of "Crime and the Community – Building on Best Practices." Seminar topics included: Diversion Programs in Scotland; Domestic Violence; Transforming Youth Justice; Electronic Monitoring; Probation Drug Testing and Treatment; Police/Probation Efforts at Crime Reduction; Social Exclusion; Working with Victims; Prediction and Management of Dangerousness; and Information Services. The day concluded with a reception at the British Foreign and Commonwealth Office.

On Friday, the final day of the conference, the focus of the presentations was on "Crime and Punishment: What the Future Holds." Speakers included **Eithne Wallis**, Chief Probation Officer for the Oxfordshire and Buckinghamshire Probation Service; **Christopher Stone**, Director of the Vera Institute; **Rani Shankardass**, Secretary, Penal Reform and Justice Association in India; **Paul Wiles**, Director of Research at the Home Office; **Trevor Phillips**, a noted broadcaster and journalist; and **Paul**

Boateng, Member of Parliament and Minister of State for Prisons and Probation.

In addition to the formal conference presentations, tours of various probation facilities and programs were made available to the delegates. Particularly interesting visits were made to a probation office of the Middlesex Probation Service and to Sherborne House, a day reporting center operated by the Inner London Probation Service, where youthful offenders receive counseling and training.

While I think we in the United States are ahead of the British in the use of technology, both in terms of the electronic monitoring of offenders and in the use of sophisticated data management systems, there are striking similarities between our two systems. It was apparent that we both realize that there is no simple solution to the crime problem, and that partnerships are crucial if we are to be effective in curtailing criminal behavior.

COMMUNITY SENTENCES – SHAPING THE DEBATE

by
Geoff Dobson, Chair
 Association of Chief Officers of Probation
 London, England

On January 26, 2000, during the opening session of the Probation 2000 Conference held in London, England, Geoff Dobson delivered this context-setting address. Dobson has been involved in the delivery of probation services in England since 1970.

It is an honour and a considerable responsibility to be the first speaker at this prestigious event. I must begin by extending a warm welcome, on behalf of my Association, to each of you — and a special greeting to those of you from overseas. It is the international nature of this event which makes it special. I hope that my talk will capture the spirit of a significant and fast emerging public service within the international community, that is as yet relatively unknown and little understood.

The structure of my talk is quite simple. I shall begin with some personal comments. I shall then explain how I have prepared this paper, drawing on correspondence with probation leaders around the world. Key themes will be articulated. I shall then look to the future. And finally I shall draw some conclusions.

Joining the probation service did, for me, involve a sense of vocation. The belief and commitment associated with vocational activities are, I believe, essential ingredients in motivating and sustaining staff as they struggle and persist in work with many of societies' most difficult, damaged, and, at times, dangerous individuals. Vocation is of course not sufficient — leadership, good organisation, successful partnerships, methods based on hard evidence, and adherence to agreed standards of service delivery are equally vital. But we must not lose sight of the individual worker at the heart of the process.

Motivations are complex. I associate a formative period in my career planning with the summer of 1966. My university holiday job involved delivering bread and cakes, in an electric powered van, to two housing estates in my home area, Tottenham. I was probably the slowest person ever on that round, as I enjoyed getting to know some of the families and listening to their stories.

In addition, we both recognize the need for a coherent correctional policy and that what we do embrace is firmly based on research. Based on the presentation I heard, coupled with conversation I had with other delegates, it appears that the British system is moving away from a purely social work approach to one that focuses on strong enforcement of probation conditions, offender treatment with accountability, and public protection.

A particularly noteworthy initiative is found in the Lancashire Probation Service, where a probation officer and a police officer work together to supervise persistent offenders.

Finally, our British colleagues are well aware of the importance of public opinion have embarked on a serious public relations effort to educate the public and to generate support for its correctional programs. It is gratifying to see that we are both headed in a similar direction.

I was jolted by seeing the impact of burglaries and vandalism, by the chaos of families that produced the most prolific offenders, and by the horrific racism that united and divided sections of the community.

Any thoughts I might have had of a career as a baker were ended abruptly on the day of the World Cup Final. (This is my one jingoistic reference!) My brother and I had tickets for the match. In order to be sure of arriving on time, I started my baker's round at 3:00 a.m. Having loaded the van in the dark and in a bit of a daze I set off on my journey. As the van slowly climbed the first hill I heard a long, unstoppable rumble from behind. Bread and cakes were strewn for 100 yards along the road. In my haste I had forgotten to close the van door and all my customers were treated to grit with their pastries. Never mind — it was a good day!

My motivation for probation work remains strong today. In preparing this talk, it was heartening to see that there remains a strong sense of vocation in probation workers around the world. The roots of probation can be traced back many years in different societies. The system of conditional release from prison was introduced 100 years ago in Canada. The Netherlands Service celebrated its 175th anniversary in 1998.

The service in England and Wales is, therefore, by no means the oldest. Its origins are worthy of reference here, however, partly because of a link with my own service in Hertfordshire and partly because the problems that produced the initial impetus still exist. Frederick Rainer, a journeyman printer from Hertford, had been a frequent visitor to the police courts when working in London. He observed that once a person got into trouble, through drink, or any other reason, there seemed to be no hope for that person. As Rainer said "offence after offence and sentence after sentence seem to be the inevitable lot of him whose foot has once slipped."

In a letter written in 1876 to the Church of England Temperance Society, Rainer enclosed 5 shillings so that something practical

PRESIDENT'S MESSAGE

continued from p. 1 Committee. New officers and directors will take office prior to our next meeting in Phoenix.

For those of us residing and working in the colder climates, APPA - Phoenix may seem like an eternity away, but I encourage you now to make plans to attend this summer conference and the many NAPE events and activities which are being scheduled.

Until next time,

Robert L. Bingham
 President

could be done to break this vicious cycle. This led to the appointment of the first police court missionaries — the forerunners of probation officers. A letter to a missionary from the employers says a good deal about the work: "Go forth and rescue them and at the end of the month a small cheque shall be your reward." As my research will show, probation continues to be as relevant and necessary today, as it was in Rainer's time and in 1966.

Research

In preparing for this talk I wrote to probation leaders around the world. I use the term "probation" to denote a community based system for:

the assessment of risk posed by and needs of individual offenders; and the delivery of programmes of work with offenders to protect the public and reduce reoffending.

Within a short timescale I received more than twenty carefully considered replies from Europe, Africa, Asia, Australasia and North and South America. I am grateful to all those who responded. I asked four questions; they are as follows:

What factors have enhanced the standing of work with offenders in the community?
 What evidence of success have you used to promote your work?
 What groups has it been most important to influence?
 And finally — What is your vision for this work in the next 20 years?

What "hit me between the eyes" was not the differences, but the similarities of concerns, strategies, and particularly aspirations. This correspondence would suggest that there is an emerging "probation family." In different countries it takes different forms, uses different methods, and has different names, but none of this diminishes the impact of shared struggles and motivations.

What commonly underpins such probation systems is: a belief that public protection is well served by such a system; recognition of the limitations of imprisonment and its social and economic costs; determination not to give up on people; and awareness of the complex factors that contribute to offending and the range of resources that needs to be harnessed to tackle it.

We are all on a similar journey. What the literature reveals are two common needs:

1. For hard evidence to demonstrate effective practice — this is beginning to accumulate, and
2. For expertise in shaping public opinion through campaigning, education and debate.

It is my personal hope that this conference will help the development of a wider international network, with the twin aims of increasing both our understanding and our impact.

Salient Themes

I shall briefly highlight eight salient themes that emerged from the responses — and I shall do so by the selective use of quotations.

1. Public Protection: Without exception the protection of the public was seen to be the primary aim of probation practice. This point requires constant reinforcement in the context of a widespread acceptance of imprisonment as the only legitimate response to much criminal behaviour.

In Romania the draft law on the organisation and function of probation services defines their goal as "the modification of an offender's behaviour and their reintegration into society."

In Norway a review of the prison and probation service has led to the statement that: "penal reactions are to be humanely enforced in ways that ensure both the well being and safety of society."

The Correctional Service in Canada seeks to "address the public's concern for safety and to promote public respect for community corrections." It states that "the number of violent incidents involving supervised offenders in the community is decreasing."

In Bermuda the probation service "is in a transitional period, moving from mainly intervention with offenders to prevention, intervention and treatment for both offenders and families."

Western Samoa states that "a more family and community based" approach will improve not just rehabilitation, but the "prevention and reduction of crime."

In Tanzania "the problem of HIV/AIDS has created a situation whereby social workers are called upon to deal with the problems of care to orphan children who may involve themselves in criminal acts." As a result, training is being reorganised so that "emphasis on community initiatives in dealing with social problems is given the top priority." In order to cope with increasing levels of crime, Tanzania also intends "to train paraprofessionals who will assist community leaders . . . in utilizing community based programmes for behavioural corrections wherever possible."

2. Restorative Justice: Some countries are seeking a coherent conceptual basis for their developing probation system. Restorative justice is the approach that is most clearly identified. It seeks to balance the concerns of the victim and the community with the need to reintegrate the offender into society. It seeks to assist the recovery of the victim and enable all parties with a stake in the justice process to participate fruitfully in it. Restorative justice introduces a greater degree of flexibility into the criminal justice system. In some cases this may make current protections of individual rights and interests less secure. It, therefore, needs to be accompanied by a number of safeguards that would preserve human rights and ethical practice.

In Canada the standing of community based work has been enhanced by "the inclusion for the first time in our Criminal Code, of a statement of Principles of Sentencing, including restorative justice objectives and restraint in the use of imprisonment."

In the Czech Republic "international experience and results of community and restorative justice projects abroad" have helped in the preparation of "a new Probation and Mediation Act."

Community service is the most widely based form of work with offenders in the community. As Vivien Stern says in her book *Alternatives to Prison in Developing Countries*: "the disadvantages of imprisonment, the waste, high cost and public health risks are replaced by restitution, community involvement and a contribution to the development process through the unpaid work performed by the offenders on community service." Vivien's book gives a particularly impressive account of the development of the Zimbabwe community service scheme.

3. An Evidence Base: The search for hard evidence to demonstrate the effectiveness of probation is now being perceived in many countries as essential in terms of both the impact of practice and its credibility. Over the last 40-50 years, research has made it increasingly clear that certain approaches to reducing crime, including tackling re-offending, are more effective than others. It is not true that "nothing works." The evidence shows that programmes do work when they are well designed, delivered to consistently high standards, and are well matched to the needs of the offender.

The "what works" initiative in England and Wales is a comprehensive undertaking, which embraces both the prison and probation services. A joint panel has been established for accrediting programmes; it already includes research into more than 30 community based pathfinder programmes and, crucially, it involves the development of OASys, a single system for the assessment of offenders. The intention is that within a few years every aspect of work with offenders should be focused on those methods which have been proven to reduce re-offending.

In Canada "research based on the 'what works' approach has demonstrated that when an offender's levels of risk and need are matched to an appropriate level and method of correctional intervention, recidivism is reduced."

Other evidence cited in my correspondence tends to be more specific:

In Denmark, for example, "the rate of recidivism has decreased" with use of the community service order.

In Sweden the "positive result of an attitude survey (has been noted) among those supervised with electronic monitoring."

In Norway and Denmark recently completed evaluations have demonstrated the success of their "drink-driver programmes."

A helpful comment from Northern Ireland stressed that "evidence of effective work is as important (indeed more important) at a local level — people do not understand what works information if it is too global."

4. Enforcement: Enforcement of court orders and post custody licences is seen as important in ensuring the credibility of work with offenders in the community and the effective delivery of programmes to reduce re-offending. My Association is taking the lead on improving enforcement practice in England and Wales.

Northern Ireland emphasised the importance of "preparedness to breach offenders when required."

In Malta "a relatively high level of compliance" is the main indicator of success.

In the Netherlands the growth in use of community penalties was compared to a "snowball" and a "tornado." The key to

gaining the trust of judges and the public was suitability, constructive work or training programmes, contracts, and strict enforcement.

In Norway "to enforce community penalties as acceptable alternatives to prison sentences it is imperative that breach of conditions triggers a quick reaction, necessarily by reversing the community penalty into a harsher penal reaction."

5. Diversity: My sense was that in many countries much is being done to create services that reflect the communities they serve and are responsive to the needs of those communities. Much of this was, however, implicit rather than explicit, due to the nature of this short research exercise.

"The Supreme Court of Canada referred to the 1996 Sentencing Bill as a watershed. It expressed grave concern about the over-reliance on incarceration in Canada, particularly with respect to Aboriginal offenders."

From Israel I was informed of "the continued effort and subsequent development of the special programmes for released female inmates, especially those with children."

In Ghana, Child Panels, which can impose community supervision, have "reduced the tendency of minors being sentenced to adult prison."

In Victoria, Australia, programmes are being piloted "to ensure the needs of special offender groups, including women, Indo Chinese, and young offenders are satisfactorily met."

6. Partnerships: All countries recognise the importance of harnessing the interest and resources of the wider society in both assessments of risks and needs of individual offenders and in providing services to reduce re-offending. This involves both the use of volunteers and working relationships with statutory, voluntary, and private sector partners.

From Papua New Guinea the following were seen as important: "The involvement of community leaders (church, councillors, business leaders) in the process of rehabilitation of offenders within their community. These are voluntary supervisors. The involvement of local level and provincial governments in funding of operations of the system at village level."

In Victoria, Australia "community work partnership awards" have "increased Community Correctional Services' profile" with tangible benefits in terms of placements, community involvement, and publicity.

In Norway "all parolees shall be given a three month period of supervision on release — to establish a good working relationship between the parolee and public institutions in areas such as health, the educational, the social and the labour market services."

In Denmark "the structured co-operation between schools, social welfare, police and the probation service has spread out crime prevention work across the sectors and has involved all the agencies in fruitful co-operation."

7. Electronic Monitoring: Electronic monitoring is revitalising interest in the potential of community based systems for offenders in many countries. Here are just two examples:

In Chile the "training of probation officers and electronic monitoring" are together identified as key areas for development.

From South Africa, "our vision is to implement electronic monitoring in order to have more effective control over offenders

under the system of community correction so as to protect the community. Focus will be on the training of officials and marketing community corrections to involve community members in correctional matters."

The December 1999 Bulletin of the CEP (Conference Permanente Europeenne de la Probation) compares outcomes from studies of the use of electronic monitoring in the Netherlands, Sweden, and England and Wales. It notes the high completion rates, increasing numbers, and opinions favouring the schemes. The article also raises questions in relation to length of curfew and the importance of linked programmes of activities aimed at re-integration.

8. Public Relations: My correspondence contains numerous examples of ways of enhancing the credibility of our work.

In Israel in one year 22 stories were published "of individually released inmates who have succeeded in re-integrating into society, quitting the criminal world and drug consumption." Israel also mentions events at which "the public meets with released inmates" and "the opening of our residential hostels to public figures and the media" — both ways of combating the demonising of criminals.

The vital nature of public relations work is addressed by many correspondents.

Northern Ireland urged the "systematic briefing and engagement of media, including invitations to participate in programmes." As in Israel, Northern Ireland underlined the importance of using success stories of specific offenders.

From Queensland, Australia, I was told: "The media are quick to identify issues of a negative nature in relation to community corrections work and so it is critical that the community at large is made aware of the positive outcomes achieved through community based supervision."

From Canada: "the public mood has been more punitive of late — offenders are viewed more negatively than previously" — and from Ottawa, Canada: "all participants in the criminal justice system must put greater emphasis on public education. Ultimately the evolution of sound public policy that has broad public support is dependant on an informed public."

And finally from Chile: "Strong advocacy has to be made to convince public opinion and media that prison is not the best or only punishment or social attitude for crime — and that it should be reserved for the most potentially harmful offenders. In that perspective, probation and other open sentences are more powerful tools, save more tax money, and have less psychological costs."

Vision

These quotes are from Iceland. The full quote is worth reading — it captures the essence of many responses. "Visions are for dreamers. We have to stay awake and realise that prisons and imprisonment are an expensive and insufficient solution to fight crime problems as a whole. My personal opinion is that community sanctions and measures can and should be used far more as a punishment in our societies."

Just three more inspirational statements, (although there are many others in the correspondence). The first is from Ghana — and it legitimates the concept of vision as a source of direction, an essential part of long term planning, and a crucial ingredient in motivation. "Ghana, as a whole, has a 'Vision 2020'

programme by which it does not only aspire to become a middle income economy by 2020, but also to introduce a comprehensive reform in the criminal justice system. My own vision, therefore, is that in the next 20 years the scope of non-custodial sentences would expand and community-based services would accordingly become enhanced."

South Africa seeks "to establish a high impact, cost effective and holistic programme that will ensure offender re-integration."

The Czech Republic saw work with offenders in the community developing "to contribute to solving conflicts in society that are the subject of criminal proceedings, with the aim to achieve the balance among protection of society, needs of persons who are in conflict with the law and interests of victims."

Conclusions

The similarities in our work and our shared visions far outweigh the differences between us. There are differences of course — the more industrialised countries have, for instance, placed renewed importance on probation as a means not only of reducing re-offending, but also of containing burgeoning prison populations. This has led to more overtly "correctionalist" systems than before, as workloads include a growing proportion of more serious offenders. The scope of services offered can also vary enormously — from the Netherlands where early intervention means working with offenders from the police station, immediately after arrest, through to the end of a period of prison after-care — to other systems where probation is only involved from the court stage, or on release from prison.

The eight themes in this paper give some indication of the opportunities for an international perspective to benefit our work. We can learn a great deal from each other — not by simply transplanting ideas from one country to another — but by developing what the editors of that excellent book *Probation Round the World* (published in 1995) termed "a comparative imagination." As they point out "the learning to be had is about oneself and one's assumptive world, and about the artificial boundaries on professional development imposed by those forms of nationstate thinking which discourage the exercise of a comparative imagination."

My conclusions are fairly straightforward. Without exception, colleagues around the world see an over-reliance on the use of imprisonment in their own country. All are seeking to identify best practice and there is a growing awareness of the importance of proper evaluation. The scale and range of community programmes that have produced hard evidence of success remains limited, but is fast increasing. The strength of belief among world leaders is infectious and, allied to evidence, will produce a powerful mixture.

Finally, every respondent dwelt on the importance of public education and getting our message across to politicians, government officials, the judiciary, academics, opinion leaders and the media. This needs to be approached as a substantial challenge in its own right — and it is increasingly clear that, in this shrinking world of ours, we can be of assistance to each other with ideas, techniques, expertise, and confidence.

My very special thanks to all those, from many countries, who responded to my request for assistance in preparing this talk and my thanks to you for listening.

STRATEGIC DIRECTION FOR COMMUNITY JUSTICE

by
The Right Honorable Jack Straw
Home Secretary
Member of Parliament
London, England

On January 26, 2000, Home Secretary Straw delivered the following keynote address at the opening session of the Probation 2000 Conference held in London. A lawyer by profession, Straw has served as Home Secretary since 1997.

Ladies and gentlemen, I am very pleased to be here to deliver the opening address to this Probation 2000 Conference. This is an international gathering of experts. The whole purpose of coming together is to share ideas, best practice and evidence of what works. We, in the United Kingdom services, are keen to learn from the experience of those from other countries. But I know too that the things that we are doing here are of wide interest. So, I want to touch on these today, including the reform of our service, the "What Works" agenda and new uses of technology, and to set these in the context of our overall expectations for the criminal justice system.

Overall Aim and Joined Up Criminal Justice System

As a Government we are committed to building a fairer, more inclusive society. To do this we have also to build a safer society, with a reduction in the long term trends of crime and the fear of crime. We have introduced an ambitious crime reduction strategy which requires new ways of working across the whole criminal justice system.

I say "system" but, in truth, it has not been operating as a real "system." This has led to its being costly and inefficient. We have, therefore, introduced joint strategic and performance management arrangements for the criminal justice system in England and Wales. The focus is now on delivery of results. We have two overarching aims — reducing crime and securing justice — which each have supporting objectives, performance measures, and targets. The first strategic plan ever for the criminal justice system as a whole was published in March 1999.

Being more joined-up is a vital first step in promoting greater public confidence in our criminal justice system. This is a crucial issue. Too often the public is left in the dark as to what is happening and therefore, not surprisingly, expresses dissatisfaction with the system. One example is the curious situation where the same members of the public who call in general for tougher sentences when given individual case studies, would in a particular case give lower sentences than the courts.

I see parallels with our education system of a few years ago. Professionals did not always let the public in. They created their own "secret garden," reinforced by their own terminology. For example, it was at one time seen as heresy to talk of "testing." We had to refer to "assessment" or "diagnosis." We even reached the stage where parents were more or less told that it didn't matter what happened in schools, what mattered was what

happened at home. No wonder they were confused. The net result was that the education system lacked credibility and much good work was lost.

In the criminal justice system there has been a similar concern with process rather than outcomes. I believe that it is vital to have clarity in what the system is trying to achieve; to have measurable targets which are meaningful to the public; and for the functions of the various agencies to be readily understood by all.

Modernisation and Change of Name for the Service

That is why I want to change the name of our Probation Service. Language is important. We know that public perceptions around the term "probation" are vague and confused: it isn't so much that the Service has a poor public image, as little public image at all. Most people in this country do not have any clear idea of what the service's business really is. They certainly do not regard the Service as a law enforcement agency. This is not the way to inspire public confidence.

That is why I have decided that the Bill we will introduce this year to modernise the structure of the Probation Service should also give the service a new name. It was clear from the responses to this proposal that whatever we suggested some people would not like it. But the service deserves a name that will ensure that everyone — offenders, the public, and not least the staff who work for the service — is clearer as to what the business is, which accounts for the proposition behind "Community Punishment and Rehabilitation Service." I know that some people have expressed their reservations about the name — most recently Lord Hurd who will be attending this conference tomorrow. I am sure the debate will continue. The final decision — as with all of these matters — rests with Parliament.

I am aware that this is a contentious issue, but before I am summarily sentenced, and in this instance without the benefit of any pre-sentence report, I would like to remind the Service that I have undertaken other measures that do have their wholehearted support. One of the first decisions I took when coming into office was to re-introduce training and put probation back into higher education. Within 18 months a new Diploma in Probation Studies had been developed to equip officers to do the job which they have today — protecting the public and reducing crime through effective work with offenders. The first qualified trainees will have completed their studies by this summer.

I am fully committed to a strong and effective Probation Service. It contains a great number of highly skilled and very dedicated people. It is important that they know what is expected of them.

The overall purpose of the Service is to protect the public and reduce re-offending. What we expect is work which achieves these ends. This is clearly not the same as just fulfilling the

processes of the law: putting offenders on a conveyor belt which carries them through a probation order or a community service order, and tips them off at the other end. The Probation Service is a law enforcement agency, and public protection is one of its primary purposes. We need to make sure that staff have the right skills and understanding to do this work; that the courts have available to them the right types of sentences; and that the sentences which they pass are properly delivered and enforced.

We shall be creating a unified service for England and Wales, so that all 42 service areas will be led from a national headquarters within the Home Office. This will make it possible for us better to define what is required of service areas; to hold them properly accountable for delivering it; and to make it easier for us to spread the best practices around the country. We shall need, of course, to secure the resources to make sure that the new service has the tools to do the job. But the money will be linked firmly to outcomes.

I now want to deal with three broad fronts of action and investment: better prevention, better enforcement, and better punishment, all of which add up to better protection.

Crime Prevention: First, better prevention. Tackling drug misuse is a key focus of our aim to reduce and prevent offending. We are now working towards a programme to identify drug misusing offenders at every stage of the criminal justice system and get them into appropriate forms of treatment.

To this end, we are developing police arrest referral schemes and seeking legislative provision to extend the use of drug testing of arrestees and offenders.

But I would particularly like to focus on the Drug Treatment and Testing Order (DTTO). The new order works very simply — by taking suitable offenders and requiring that they go into treatment, which is then reinforced by regular drug testing and by court review hearings. But it is in the implementation of the new order that our new partnership principles can be seen in practice. The courts, health providers, and the Probation Service all share responsibility for delivery. This holistic approach focuses on effectiveness and consistency of delivery.

The order is currently being piloted and evaluated. After only six months, the interim results — published in Home Office Research Finding No 106, and admittedly based on self reports — are very encouraging:

- an average reduction in weekly spending on illegal drugs by those on DTTOs from £400 to 28; and
- an average reduction in the number of crimes committed per month from 107 to 10.

These figures are promising, especially as the DTTO is focused on offenders who are heavily addicted to drugs and commit very high levels of crime to finance their habit. We need to build on this experience and look at other ways of building in drug testing regimes earlier in the criminal justice process, for example at the point of arrest and charge.

We cannot rely simply on the police to deliver a society in which people feel safe and are safe. The Crime and Disorder Act of 1998 established local partnerships to tackle crime and disorder which will set crime reduction targets. These are led by the police and local authorities, but they must involve many organisations in their work. Crucially, they must also consult the whole community about what they are doing. This is

intended to give everyone a stake in making communities safer, and a say in how that is achieved.

Enforcement: Some of you may think that Ministers are obsessed about enforcement. Well we are. There is no point in investing heavily in effective rehabilitation programmes if offenders do not turn up to benefit from them. We are, therefore, tightening our standards on supervision and we will be seeking legislative measures to secure better enforcement.

Punishment: I want to spend more time talking about better punishment. I have already referred to the purpose of the Probation Service as being to protect the public and reduce reoffending — those are, of course, objectives which are at the heart of the Government's criminal justice policy.

Prison is the right response for some offenders. It is clear that the public needs to be properly protected from dangerous and persistent offenders. We have implemented a number of measures designed to provide that protection, including mandatory minimum sentences for persistent offenders, extended sentences for dangerous violent and sexual offenders and the Sex Offender Order. There are other offenders for whom a rigorously monitored and enforced community sentence will do the trick. But there are still others who fall somewhere in between. Some of these will receive community sentences which they persistently flout; others will spend some time in custody and then come out and return to their old ways. While there is more which can be done to improve enforcement, and more which can be done to tackle offending behaviour while offenders are in custody, I am not sure that, by themselves, either of these things is necessarily enough. We need to think more imaginatively.

For example, for those offenders who simply fail to learn and keep breaching community sentences certainty of outcome is essential. They need to know that misbehaviour will not be tolerated and that consequences will flow, and quickly.

We have already had a notable success in the use of electronic monitoring as an effective means of gaining compliance with the conditions of a curfew. Since its introduction in January 1999, over 16,000 offenders have been placed on Home Detention Curfew (HDC), with over a 95% success rate. I am sure that one of the reasons for this success is that those who are subject to HDC know with certainty that if they breach the conditions they will, as a matter of course, be taken back into custody to complete their sentence. This is something which we need to build on.

We need to think about ways of joining up custodial and community penalties so that we can deal more effectively both with those who, in the first instance, do not necessarily need a prison sentence and those who do need such a sentence but who might also need more targeted intervention on release. Some have suggested a "seamless" sentence served partly in custody and partly in the community under strict licence conditions aided by new technology, such as tagging. It must make sense that if an offender is undergoing a programme designed to help him control his anger he should be able to continue that programme whether he is in custody or in the community. Failure to abide by the community bit of the sentence, which might, for example, involve attendance at particular programmes, could result in the swift imposition of sanctions, including a spell in, or a return to, custody.

Of course ideas such as this need to be carefully thought through. It may be that the current sentencing framework established by the Criminal Justice Act of 1991 sets up too rigid a hierarchy for the development of this more flexible type of disposal. Perhaps we have to ask ourselves whether in a modernised criminal justice system this sort of framework is the best one to deliver the twin aims of public protection and a reduction in reoffending? These are difficult issues which deserve the attention of all those involved in this field — we must all keep testing out the way we do things and asking whether it is necessarily the most effective way. That is a message which, of course, has been taken very much on board in another context.

What Works

The What Works strategy is designed to ensure that the punishment of offenders in prison and the community is routinely and consistently based on what is known to reduce re-offending.

Much of the impetus for What Works came in the first place from practitioners — enthusiasts in the prison and probation services. And I should pay tribute particularly to the vision and persistence of Sir Graham Smith, Her Majesty's Chief Inspector of Probation, who has done so much to push the agenda forward.

What Works starts from the premise that there are some ways of reducing crime and re-offending, which are more effective than others. Programmes which change the ways in which offenders think and behave have been shown to reduce expected re-offending by as much as 15%.

The evidence about effective methods is strong, but implementation on a large-scale is not straightforward. We are facing the challenge in stages, by investing in a number of key building blocks to provide a national framework.

A single electronic offender assessment system, called OASys [pronounced oasis], is being developed to ensure that all offenders are assessed in the same way across both prison and probation services.

We have also created a new Joint Accreditation Panel for the prison and probation services which draws together some of the most influential experts, not only from this country, but also the United States and Canada. Its job is to recommend and review the criteria for programme design and delivery, and to accredit individual programme designs.

We hope that we shall have our first accredited programme in March. The "Offence-Focused Problem Solving" programme, developed by Dr. James McGuire of Liverpool University, is designed to teach offenders a number of social problem-solving skills. In addition, the community versions of two programmes for offenders already accredited for use in prison — "Reasoning and Rehabilitation," and "Enhanced Thinking Skills" — are also due to go to the Panel for accreditation in March.

We are aiming for 10,000 offenders to be on these programmes in the coming year, rising to 60,000 by 2003 and 2004. The net result should be a significant reduction in the rate of re-offending.

This is where the service has such a vital contribution to make — as an agency working to reduce reoffending and to provide greater protection for the public. That lies at the heart of our future strategy, which is designed to achieve a significant and measurable reduction in re-offending from the current prison/

community sentence reconviction rate of around 56%. We are also aiming for an overall reduction in the long term trend in crime and in the rates of some crimes which trouble the public most.

Conclusion

This is an ambitious and radical programme. It will not produce results overnight. But we can, and must, make it work if we are to attain our ultimate goal of a safer and more inclusive society. We need you to play your part. I want the new Probation Service to take its place as a law enforcement agency helping to make our community safer. My expectations and my hopes are high.

THE "WHAT WORKS" PRINCIPLES

Research has made it increasingly clear that certain approaches to reducing crime, including tackling re-offending, are more effective than others. It is not true that "nothing works." The evidence shows that certain programmes do work when they are: 1) well designed; 2) delivered to consistently high standards; and 3) well-matched to the needs of the offender. "What Works" has developed out of the realisation of the need to shift resources to action that will achieve results. "What Works" is a programme, part of the Crime Reduction Strategy launched by the Home Secretary in July 1998, which aims to ensure all probation practices are based on evidence of success. The evidence shows that successful programmes are underpinned by the following common principles, and these principles will be used by the Home Office as criteria to evaluate certain projects.

1. **A clear model of change backed by research evidence.** There should be an explicit model of how a programme is intended to work, and there should be evidence to justify the assumptions in this model.
2. **Targeting criminogenic need.** The programme should change factors that would have been closely linked to the offending of those taking part.
3. **Dosage.** The amount, intensity, sequencing, and spacing of intervention should be related to seriousness and persistence of the offending, and to the range and seriousness of the criminogenic factors typical of participants.
4. **Responsivity.** The methods used to target the chosen criminogenic factors should be ones to which those participating in the programme are responsive. The conditions necessary for these methods to operate effectively should be specified as part of the programme.
5. **Effective methods.** Programmes should employ methods that have been demonstrated to be consistently effective with offenders. Whichever effective methods are employed, the standard necessary for that method to be used properly should be built into the programme design.

6. Skills orientated. Programmes should teach skills that will make it easier to avoid criminal activities and to engage successfully in legitimate ones.

7. Selection of offenders. The assessment process should ensure the selection of participants with the criminogenic needs and risk levels targeted by the programme.

8. Case management. There should be clear links between the programme and the management of the overall supervision package in the community.

9. Monitoring and evaluation. Programmes should have a built in commitment to monitoring the quality of delivery and the long term evaluation of outcomes.

10. Programme construction, manuals, and change control. In order to replicate the programme, it is essential that clear documentation is available which will enable delivery staff to run the programme in the way in which it was designed. A mechanism should be defined for maintaining the design of the programme over time.

Source: *What Works: Reducing re-offending: evidence-based practice*. London: Home Office Communication Directorate, 1999.

"BROKEN WINDOWS" PROBATION: A RESPONSE

by

E. Robert Czaplicki
Commissioner of Probation
Onondaga County Probation Department
Syracuse, New York

I would like to congratulate the progressive no-nonsense report on probation services and fully endorse its recommendations.

For too long, we have watched Probation flounder as the "ugly stepsister" of the criminal justice system for all the reasons eloquently stated in the report.

For many years, I have tried to implement programs that addressed the "Broken Windows" theory. Like many things in life, I was not able to articulate as graphically and succinctly as the Reinventing Probation Council group did. It is always easier to edit than create. The Reinventing Probation Council group gave me a blueprint and a direction that I was struggling to define. Most importantly, I have been re-energized and re-committed to focusing on the problem of our probation system. We can make a difference and more importantly we must.

As one of the bigger counties in New York State, Onondaga County has tried over the years to be a progressive leader in changing the way probation services are delivered, as illustrated by the following examples.

The following are some of the criminal justice initiatives we have implemented. This is just the beginning. . .

START Project

Our most recent effort at changing the paradigm of probation services has been a reorganization of our department in June 1999 to focus more on geographic assignment of cases and community probation efforts. Over 3,000 cases were reassigned and all cases are now assigned geographically. Probation officers will be out in the community, not just making routine home visits on probationers and collateral contacts on their supervision cases, but making community contacts with agencies, organizations, clergy, and neighborhood citizens. This was accomplished after we visited Boston and I decided that we

as a department had to make more changes and needed to be more involved in the community. Our County Executive, District Attorney, and Mayor of the City of Syracuse went with me to view the Boston experiences. It is critical that the major political figures are actively involved. In our county they continue to attend monthly meetings and the District Attorney and a minister of the Nation of Islam co-chair our steering committee.

A major result of this reorganization was the formation of our START (Surveillance, Treatment and Rehabilitation Together) Team. This team of five probation officers and a supervisor are assigned to work directly with officers from the Syracuse Police Department to focus on all the probationers under our supervision who live in the area of the City of Syracuse that has the most police calls for "shots fired." The Partnership to Reduce Juvenile Gun Violence also targets this same area, so our involvement with that project draws in the community as a third partner in this effort. Probation officers and police officers ride together in teams of two to make home visits, patrol neighborhoods, check bars, and to make contact with citizens, community agencies, clergy and business owners. There are three such details per week, with the hours and days varying to provide as comprehensive and non-routine supervision as possible. When not working as a team with the police, the probation officers individually or in teams of two are still in the community making contacts with the above-mentioned groups.

While this project is just beginning, the response from the staff of both agencies and the community thus far has been very positive. Communications between law enforcement agencies, clergy and citizens have already made major strides.

To implement this plan we created the "Onondaga County Probation Department Strategic Plan: Years 1999 through 2002" (the strategic plan is found elsewhere in this issue of *Executive Exchange*). This document will assist us in explaining the direction we are going.

Fees

Onondaga County was the first county in New York State to charge fees for custody/visitation and adoption social reports. Many other jurisdictions copied our model to set up similar programs. We currently charge fees for adult supervision cases, social investigations and an alcohol/drug testing fee. In 1998, we collected \$429,032 as additional revenue for our department.

Enhanced Hours

On April 30, 1987, our department began mandatory "enhanced hours" for probation officers providing supervision services. Probation officers are required to work 14 hours per month other than their regularly scheduled working hours (example, 8:00-4:00 p.m.). At least seven of the hours must be worked after 6:00 p.m. and half of those on a Friday and/or Saturday night. Curfew checks, early morning/late night surveillance for DWI offenders, and bar checks are just a few of the activities that have arisen from this project.

We have initiated a flextime schedule for staff so that they can plan their work to perform the enhanced hours and best meet the needs of our probationers. Although met with initial Union resistance, this has proven to be a very popular benefit with our staff. In particular, it enhances the safety of the community by our presence on the streets at various times and days throughout the week.

Alternative to Incarceration Programs (ATIP)

Onondaga County has been a leader in providing alternatives to incarceration programs since 1987. Our programs are collaborative partnerships with community agencies and focus on a variety of substance abuse treatments for serious offenders. Three of our outstanding programs are:

Day Reporting: This is a collaborative with our Syracuse Rescue Mission. A particular focus of this program is cocaine-abusing women who often are pregnant or parenting. Individuals remain in residence at the Rescue Mission for a period of time before moving back to the community. In 1997, Mary Nordone, who supervises the female probationers in the program, was selected as the New York State Division of Probation and Correctional Alternatives Probation Officer of the Year. Her efforts resulted in the Rescue Mission allowing women to keep their babies in residence with them rather than turning them over to foster care.

ATIP SBH (Syracuse Behavioral Healthcare): This nine year old program provides halfway house services to felony-charged individuals who are substance abusers.

ATIP Rescue Mission: This is a program for chronic alcohol-abusing probation violators who spend time in residence at the Rescue Mission and enter a variety of educational programs prior to transitioning to the community.

DWI Unit "Urine Blitzes"

A periodic mandated Saturday or Sunday morning report for selected DWI offenders was initiated in 1985. Probation officers

would call or visit various probationers after 11:00 p.m. on Friday night and order them to report the next day for a urine drug screen and alcosensor test. A special unit would be waiting outside the building to follow the probationers after the visit to determine if they had illegally driven to report. Many technical violations and new aggravated unlicensed operation charges were detected during these sessions.

All of these programs have forged a bond between the probation department and community agencies who are excited about partnering with us and providing a wide array of services in an effort to promote public safety.

Juvenile Justice Initiatives

In addition to services for adult offenders described above, the department has developed several initiatives to address problems associated with juvenile offenders.

PRISM: In 1995, Onondaga County was reaching a crisis due to the escalating number of juvenile delinquents and Persons In Need of Supervision who needed residential placement. Six million dollars was budgeted for these placements while the anticipated cost was eight million dollars. A task force was formed with the highest levels of staff in the county and one of the results was the formation of the PRISM (Probation Rehabilitation Intensive Services and Management) Program. It is an intensive case management program adapted from the mental health model. The probation department, social services department and the Salvation Army formed a collaboration to deliver this program headed and administered by the probation department. There is an active caseload of 60 juveniles who would have been placed. Twelve staff in teams of three, a probation officer, a Salvation Army case manager and a Department of Social Services caseworker, provide a wide variety of services to the juveniles and their families. From the program's inception in May 1996 until May 1999, \$6,324,605 has been saved in placement costs and quality services and support to families and troubled youth have been provided.

The juveniles and their families are provided an innovative variety of services and programs including:

- Intensive Relationship With a Case Manager
- Parent Advocates
- Parent Group
- Aggression Replacement Training
- Drug and Alcohol Group
- Crisis Group
- Pro-Social Group
- Mentors and Tutors
- Extensive Summer Program
- Community Supervision Program
- Camping Trips
- Variety of Field Trips
- Stop the Violence Rally
- Tour de Cuse Fundraiser for Multiple Sclerosis
- Wraparound Funds

In 1998, this program won an honorary mention in the Mutual of America Community Partnership Awards and \$10,000 was given to the Salvation Army.

Partnership to Reduce Juvenile Gun Violence: Syracuse, New York, was one of the four cities nationwide to be selected for an OJJDP grant to address the growing problem of juvenile violence. Our department has been a major player in this community-based partnership since its inception. The Commissioner of Probation is a member of the Steering Committee and the Community Management Team. The partnership engages people from all walks of life to come together to discuss issues, develop concrete action steps, and to provide services to youth in the community.

The partnership is a coordinator of efforts as well as direct service provider in the targeted area. The partnership includes law enforcement officials, clergy, social service agencies, neighborhood people, and youth. The County Executive of Onondaga County, the Mayor of Syracuse, and the District Attorney for Onondaga County are active participants in this program and fully support its efforts. The project is focused on an area of Syracuse that has the greatest number of police calls for "shots fired." The partnership is in its second year of its three year funding cycle. The partnership has been able to draw together factions in the community that have been previously isolated from each other.

Youth Violence Task Force: The county-wide task force to address the issue of youth violence started in 1991. Again, our department has been a member of this project since its inception. The task force is a coordinator of efforts in the community to explore the issues of violence, it does not provide direct services. One of the great benefits of this task force has been the creation of a subcommittee on law enforcement. The Law Enforcement Committee is composed of representatives from law

enforcement agencies on the local, state, and federal level, including probation, parole, Federal Bureau of Investigation, Bureau of Alcohol, Tobacco, and Firearms, U. S. Marshals Service, the local correctional facilities, etc.

This committee provides direct services in the form of special details organized by the Onondaga County Sheriff's Department and including representatives from the various above-named groups. The details focus in on home visits on supervised individuals, bar checks, warrants execution, and even a "Boating While Intoxicated" detail where probation officers ride with the Onondaga County Sheriff's Department Boat Patrol looking for offending probationers on the waters of a local lake. This detail received local and national news coverage.

Conclusion

In order to give our staff direction, we created a "Probation Team Direction" plan (found elsewhere in this issue of *Executive Exchange*). We will further implement our community's involvement based on this plan. This plan details exactly what supervisors and probation officers need to do to become more involved in community probation.

As can be seen from the above, the Onondaga County Probation Department has already heavily invested into most of the strategies outlined in the report. We are reviewing new ones cited in the report and in other forums to add to our repertoire of activities.

We can make a difference but we need to lead our agency in the proper direction. We need to engage the community we serve and most of all we need to be visible in those communities. My department and I are committed.

STRATEGIC PLANNING

Crucial to the successful management of any organization is the development of a strategic plan, which establishes a mission crafted through consensus, a vision, and a "road map" to serve as a guide. That which follows is the strategic plan developed last year by the Onondaga County Probation Department in Syracuse, New York.

**ONONDAGA COUNTY PROBATION DEPARTMENT STRATEGIC PLAN
YEARS 1999 THROUGH 2002**

Letter to All Department Members

This strategic plan for the Probation Department reflects our thinking and vision for our future. We have spent considerable effort researching the latest trends in probation — the times are changing.

We are convinced that community-based probation, with probation officers working in close collaboration with community organizations and police agencies, is an appropriate direction for us. All the research supports this direction.

The transition will be a stretch for all of us as we adjust to the reality of changing work schedules, working in teams and building the capacity of neighborhood and community organizations to help us. We must continue to become more

flexible and adaptable and continue to acquire new skills as we push beyond monitoring and coaching individual offenders to working effectively in teams. An increased presence in the community, working with large and small groups representing neighborhood and community institutions and associations, will be required.

We are confident that the opportunity for personal and professional growth will be welcomed by all as we jointly figure out how best to make this vision a reality.

Sincerely yours,
Bob Czaplicki
Mary Winter
Bryan Ennis
Al Giacchi

Mission

The mission of the Onondaga County Probation Department is to create safer communities by enabling offenders to become productive members of society.

Approach

This mission will be accomplished by creating partnerships with community organizations and police agencies and by building the capacity of the neighborhood and community institutions and associations to fully support integrating offenders into the life of the community.

For us, being a productive member of society means being an individual who will choose to be in school or employed, out of trouble and fully engaged in self-improvement and service to others and the community as a whole. We believe that we can facilitate those choices by being a seven day a week presence in neighborhoods and communities and by providing a sustained, collaborative effort with police officers, prosecutors, clergy, youth workers, school personnel, health-care professionals, parents, youth and other community partners.

Vision

We will be a powerful force in the neighborhoods and communities of Onondaga County to facilitate the movement of offenders from deviant to productive behavior. Creating the conditions, the environment, the systems, and the structures that will enable offenders to make constructive choices in their lives will be our unrelenting focus. We will inspire excellence in ourselves as we inspire excellence in those we serve.

Strategic Area 1: Systems and Structures

Strategy 1: We will create the systems and structures essential to enable community-based probation.

Vision Statements:

1. Probation teams will be serving specific neighborhoods and communities assigned on a geographic basis.
2. Probation teams will be working in collaboration with each other and with community-based police units and neighborhood and community institutions and associations.
3. Seven day per week coverage will be providing offenders access to essential monitoring and support.
4. A computerized tracking system will be monitoring offender status with data entered through laptop computers.
5. A classification system will be providing probation officers with the ability to adjust the level of surveillance to the risk potential of each offender.
6. The role of the probation officer will be expanded to encompass both individual and small group work.

7. Staff training will be provided to ensure the knowledge and skills essential to do community-based probation.

Strategic Area 2: Programs

Strategy 2: We will provide individualized programming for each offender delivered in the community in collaboration with community-based organizations.

Vision Statements:

1. Cooperative programs with schools will be in place with offenders contacted in schools, individually and in groups.
2. Churches will be engaged as partners in specialized programs for offenders.
3. A program to systematically build the capacity of neighborhood and community associations and institutions to support the efforts of the probation teams will be in place.
4. Regular report days and report nights may be based in the field in community gathering spaces.
5. Offender support groups will be facilitated by probation officers.
6. Education and training programs will be offered to improve the capacity of offenders to improve themselves, stay in school and in work activities.
7. Education and training will be offered to parents and families about the problems facing adolescents.
8. Surveillance and treatment opportunities will be offered to offenders in all age groups, especially drug offenders.

Strategic Area 3: Communications

Strategy 3: We will improve the quality of communications throughout the probation systems and increase the general awareness of probation services in the community.

Vision Statements:

1. Information will be widely shared among all members of the probation department.
2. A systematic public relations effort will be in place to improve community awareness of the probation department effort.
3. Information technology will be utilized to keep probation officers in close touch with one another through cell phone technology to ensure safety and security.
4. A mutual effort will be building a high level of trust and mutual respect and promoting quality relationships among all department members.

Strategic Area 4: Stewardship

Strategy 4: We will demonstrate stewardship over the assets

and resources entrusted to the probation department.

Vision Statements:

1. Resources realignment will take place to support community-based probation.

2. The budgetary control system will be utilized to control costs and track cost performance.

3. A comprehensive cost improvement program will be in place to improve fiscal effectiveness.

ONONDAGA COUNTY PROBATION DEPARTMENT: PROBATION TEAM DIRECTION OCTOBER 1, 1999 — DECEMBER 31, 1999

Introduction

This document describes our approach and commitment to community-based probation. This approach outlines the next steps for implementing the first two strategies articulated in our strategic plan. These steps are characterized by an intense focus on achieving public safety goals in our neighborhoods and communities through active partnerships with community and neighborhood groups.

Overall Target

Our target overall is to develop prevention strategies in collaboration with community partners that engage the entire family; engage with law enforcement, neighborhood groups, business organizations, religious leaders and human service agencies in community/neighborhood betterment activities; and implement supervision approaches to carefully monitor offenders and hold them accountable for the payment of all fines, restitution and other just debts.

Principles

Each of the probation department teams is expected to be guided by the following six principles in their execution of community-based probation:

1. Placing public safety first with the goal of enabling people to move about and feel free of the risk of harm to their person or property.
2. Supervising probationers in the neighborhoods and communities where they live in a way that is visible and positive, on a twenty-four hour, seven-day per week basis.
3. Developing meaningful partnerships with police and community and neighborhood institutions and associations so that they can play a vital and participatory role in community corrections.
4. Allocating resources so that offenders who are most at risk to violate their conditions of supervision and those whose offences or affiliations pose a public safety risk are attended to with the highest priority.
5. Enforcing all the conditions of the probation sentence, including responding quickly and surely to violations in close cooperation with police, the courts and other criminal justice agencies.
6. Inspiring effective leadership, with everyone on the probation teams demonstrating leadership in the communities and neighborhoods in which they serve.

Assignments

As a probation department supervisor, you are expected to accomplish the following tasks in the communities and neighborhoods to which you are assigned by December 31, 1999:

1. Contact and develop a constructive working relationship with the police and other law enforcement agencies assigned to your geographic area. A key deliverable is a concrete plan describing how these relationships will work and how these relationships will be maintained. Part of that plan will include joint operations and "ride-alongs."
2. Identify and prepare a listing of the associations within the communities and neighborhoods to which you are assigned and institutions which directly serve the people in your areas. The deliverable is a spreadsheet that identifies the associations and institutions and the names and contact numbers of the leaders and specific service providers in your areas.
3. Conduct a one-on-one interview with at least five of the leaders of the associations and institutions serving the people in your areas. The deliverable is a document summarizing the results of the interviews, including an identification of the needs and interests of these groups and the barriers that they face.
4. Contact and develop a meaningful relationship with the business leaders, clergy, the principals and counselors in the schools and any other leaders in the communities and neighborhoods in your areas. The deliverable is a report that documents the contacts made, the result of each contact and a plan for the maintenance of these relationships.
5. Attend meetings held in the communities and neighborhoods to ensure that the presence of the Probation Department is felt. The deliverable is a report that documents the meetings attended and an assessment of the effectiveness of the meetings in accomplishing meaningful outcomes.
6. Provide leadership for the intense effort between now and year end 1999. This means creating the environment and the conditions that will enable each probation officer to experience success in community-based probation.
7. Serve as a resource person to the probation officers.
8. Take on the role of "ombudsman/ombudswoman" to the communities and neighborhoods served. This means making themselves felt in their areas and fully participating in the interviewing processes.
9. Remove barriers, blocks, impediments and obstacles so that probation officers can perform their community-based tasks efficiently and effectively.

Each probation officer assigned to a geographic team is expected to accomplish the following tasks by December 31, 1999:

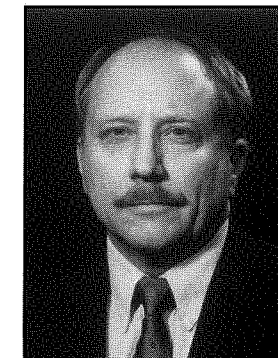
1. Contact and develop a constructive working relationship with the police and other law enforcement agencies assigned to your geographic area. A key deliverable is a concrete plan describing how these relationships will work and how these relationships will be maintained. Part of that plan will include joint operations and "ride-alongs."
2. Identify the offenders assigned to you who are most at risk of violating the conditions of their supervision and those whose offences or affiliations pose a public safety risk (level 1 offender). The deliverable is a plan for the allocation of your time for the supervision of those within your charge.
3. Conduct supervision in the communities or the neighborhoods where they live within your assigned area on a twenty-four hour, seven-day per week basis. Firsthand knowledge of where

the offender lives, his/her family and his/her immediate and extended environment are critical elements of meaningful supervision. Also, conducting the supervision within community/neighborhood increases the likelihood that the process is constructive, positive and highly visible to the offender and the people in the communities and neighborhoods.

4. Contact and develop a meaningful relationship with the business leaders, clergy, the principals and counselors in the schools and any other leaders in the communities and neighborhoods in your areas. The deliverable is a report that documents the contacts made, the result of each contact and a plan for the maintenance of these relationships.
5. Attend meetings held in the communities and neighborhoods to ensure that the presence of the probation department is felt. The deliverable is a report that documents the meetings attended and an assessment of the effectiveness of the meetings in accomplishing meaningful outcomes.

MATCHING PROBATION OFFICERS TO INTERVENTIONS

by
Robert A. Shearer, Ph.D.
Professor
College of Criminal Justice
Sam Houston State University
Huntsville, Texas



There seems to be increasingly more concern for the troubling state of probation in the nation and more suggestions that probation needs to be reinvented. Leading the discussion on these concerns has been the Reinventing Probation Council (1999) and Beto, Corbett, and Hinzman (1999). They are suggesting that probation needs to follow a public safety model of community involvement so that probation is fundamentally reshaped. The new probation officer will be given responsibilities of working in the community using skills associated with community organizing, community problem solving, and community interventions with a wide variety of offenders, both adult and juvenile.

Principles of Effective Intervention

These suggested changes in probation have been developing parallel to, and without a doubt, as a response to the research and discussions by Harland (1996), Andrews (1990), and Gendreau (1990). Evidence shows that many correctional interventions produce significant reductions in recidivism and that these programs have identifiable characteristics. In addition to the risk principle and need principle, they indicate the need for a third principle — the responsivity principle. Gendreau (1996) states that characteristics of offenders should be matched to therapists and programs. In the case of probation, this would mean that interventions should be matched to offender type

and matched to the probation officer's style. Some probation officers who have a concrete problem solving style would be better supervising offenders in highly structured programs. Part of this equation is being attempted in probation according to Hinzman (1999). He reports an attempt to match offender profiles to individual offender programming. He does not mention the additional matching of probation officers with the other two factors, offenders and programs.

Probation Strategies Questionnaire (PSQ)

What is missing from the discussions of reinventing probation and effective intervention with offenders is a method for determining probation officer style. There are numerous instruments available to measure risk and need, but the third factor of the responsivity principle has not received much attention.

One instrument that has been developed is the Probation Strategies Questionnaire (PSQ). The PSQ was developed by Shearer (1991) and extensively refined by Sluder (1991) and Sluder, Shearer, and Potts (1991). The rationale for the development of the PSQ originates in the literature of probation strategies and roles.

Several other writers have suggested that probation officers perform in a number of different work roles when supervising offenders (Mangrum 1975; Van Laningham, Tabor and Diamants, 1977; Strong, 1981). These work strategies can be reduced to three categories: casework, resource brokerage, and law enforcement (Cole, 1989; Abadinsky, 1987). As a caseworker, the probation officer assumes the role of a therapeutic agent whose primary mission is to help the offender solve social and psychological problems (Dresser, 1969). Somewhat less personally involved as a therapeutic counselor, the resource

broker seeks to assess the needs of the offender and connect him or her with social service agencies that can appropriately address those needs (Carlson and Parks, 1979; Dell'apa, Adams, Jorgensen, and Sigurdson, 1976). Most distant from the caseworker orientation is the law enforcer, whose primary mission is to ensure community safety by monitoring the offenders activities to determine compliance with the conditions of probation and abstinence from further criminal acts (Cole, 1989; Van Laningham, Tabor, and Diamants, 1977).

Nature of the Instrument

The PSQ was developed as a 24-item instrument designed to measure support for the three predominant caseload management strategies noted in the literature: casework (8 items), resource brokerage (8 items), and law enforcement (8 items). The PSQ is designed as an untimed, self-completed measure that can be either individually or group administered. Subjects are usually able to complete the PSQ in about 5 to 10 minutes.

Persons completing the PSQ are asked to indicate on a 6-point Likert-type scale ranging from 1 (strongly agree) to 6 (strongly disagree) the extent to which they agree or disagree with each statement. Each scale (casework, resource brokerage, law enforcement) is scored by summing the responses to the appropriate items. Sums for the individual scales are then divided by the number of items comprising the scale so that scale scores range from a low of 1, to a high of 6.

Validity. A considerable amount of research has been completed to establish the psychometric properties of the PSQ. Sluder (1991) established the validity of the PSQ by using a modified Q-Sort procedure. In this study, a panel of expert raters, comprised of experienced probation officers correctly classified all of the items in the instrument into appropriate categories (i.e. caseworker, resource brokerage, law enforcement). He also conducted a factor analysis of the PSQ and determined that each scale appears to be contributing unique information consistent with the three strategies measured by the instrument.

Reliability. The PSQ has also demonstrated acceptable levels of both external and internal reliability. In terms of external reliability, a test-retest administration of the instrument produced coefficients above .75 for the three scales. Internal reliability coefficients have also been calculated and produced results well within acceptable limits for an instrument of this type.

In summary, analysis of data from administrations of the PSQ have produced reliability and validity estimates that are well within acceptable limits for matching officers with interventions in probation departments. This would facilitate adherence to all three principles of effective intervention with offenders.

Implications

Probation departments need a method to match probation officers to interventions. They also need a way to identify "community" probation officers. The PSQ is an instrument that can identify officers with different preferences for three types of officer styles.

Specifically, officers who indicate a tendency toward the law enforcement orientation would be a better match for a low intensity, highly structured supervision caseload. Officers who

indicate a strategy of resource brokerage would be matched to offenders with special needs that could be best met by services provided in the community. Officers who score higher on the casework scale would be best suited for working with offenders who exhibit a great deal of personal discomfort or anxiety concerning their behavior. With these cases, the officer would be more appropriately suited to exhibit a higher level of interpersonal sensitivity and engage in more intensive interventions like cognitive behavioral therapy, social skills training, or family interventions.

The technology of matching officers with interventions is available. The promise of this technology will only be realized when departments utilize this technology for more effective practices in the criminal justice system.

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For additional information about the PSQ, contact Dr. Robert A. Shearer, Professor, College of Criminal Justice, Sam Houston State University, Huntsville, Texas 77341-2296; telephone number (936) 294-1650.

PSQ

This survey measures differences in attitudes among people – that is, how people differ from each other in their personal view points. Beginning on this page, read each item carefully, and decide to what extent you agree or disagree with each statement. Then mark your answer in the space provided on the separate answer sheet.

0)Disagree 1)Undecided 2)Agree

Even if you feel that an item is neither agree or disagree as applied to you, or if you are unsure about what response to make, try to make some response in every case. If you cannot make up your mind about the item, select the undecided choice. Here's a sample item.

___ I enjoy going to movies.

If it is agree that you enjoy going to movies, place a 2 on the line to the left of the item on the answer sheet, as shown below.

2 ___ I enjoy going to movies.

If disagree that you enjoy going to movies, place a 0 on the line to the left of the item on the answer sheet, and so on. Try to be as honest as you can, and be sure to give your own opinion about whether agree or disagree as applied to you.

0)Disagree 1)Undecided 2)Agree

___ 1. The probation officer's primary concern is monitoring the probationers to ensure that they are complying with the conditions of probation.

___ 2. Spending a lot of time trying to help offenders deal with personal and psychological problems is useless.

___ 3. Probation officers are really a type of police officer.

___ 4. Probation officers should stress a one-to-one counseling relationship between themselves and the offender.

___ 5. Probation officers should act as brokers for services since they don't have the time or the skills to help all offenders with every problem.

___ 6. The probation officer's goal should be to change the offender's behavior through a helping relationship.

___ 7. Without a wide range of available community resources for offender referral, a probation officer is very ineffective.

___ 8. The primary concern of the probation officer is to comply with court orders.

___ 9. Probation officers should try and find out what's wrong and who can fix it.

___ 10. Trying to rehabilitate probationers is a hopeless task.

___ 11. Probationers should "walk the line" or "do the time".

___ 12. Reintegrating the offender back into the community by linking them to community resources should be the primary aim of probation officers.

___ 13. Probation officers should be trained in alcohol and drug counseling.

___ 14. Probation officers should identify the problem and then refer the probationer to agencies that can address that problem.

___ 15. The probation officer's job is to control, regulate and document.

___ 16. The probation officer's primary responsibility should be to ensure public safety by keeping close tabs on the offender's activities.

___ 17. Matching the needs of the offender to available community resources should be the job of probation officers.

___ 18. Counseling is the most essential part of the probation officer's job.

___ 19. There should be a meaningful counseling-type relationship between the officer and the offender.

___ 20. Probation officers should help offenders by referring them to appropriate community resources.

___ 21. Probation officers should actively monitor the offender's activities and ensure that he conditions set forth by the court are met.

___ 22. The key to probation work is community services.

___ 23. You should be as tough as you can with probationers and when they screw-up, make them pay.

___ 24. Probation officers should function as social workers.

NEWS FROM THE FIELD

WILLIAMS ON THE MOVE

In March 2000, **Thomas H. Williams**, currently Director of the Division of Parole and Probation for the State of Maryland, will join the Court Services and Offender Supervision Agency (CSOSA) for the District of Columbia as Associate Director for Community Supervision. This position directs the day-to-day operations of parole and probation supervision, consolidated by the District of Columbia Revitalization Act of 1997. CSOSA is responsible for supervising adults on pretrial release, probation, and parole in the District of Columbia.

Williams began his career in 1972 as a probation officer in Maryland and rose through the ranks to his current position as the division's chief executive. **John A. Carver**, Trustee for CSOSA, stated, "Tom brings a wealth of relevant experience to the District of Columbia. For a number of years, he has been an active participant in a region-wide effort funded by the Office of National Drug Control Policy to develop a sanctions-based approach to improve drug treatment outcomes. Under Tom's leadership, Maryland has led the way with its Operation Hotspots, a police/probation partnership that served as one of the models for a similar partnership between CSOSA's community supervision officers and the District's community police officers. Tom also helped establish a drug court in Baltimore and oversaw the implementation of Maryland's Break the Cycle initiative, combining frequent drug testing with immediate, graduated sanctions to interrupt the drug/crime patterns exhibited by so many offenders. In short, Tom possesses both the practical experience and the philosophical direction that will serve him well as he joins CSOSA."

Williams received a bachelor's degree in law enforcement from the University of Baltimore and a master's degree in guidance and counseling from Loyola College of Baltimore. He has received extensive management training and is a recent graduate of the Executive Development Program offered by the National Association of Probation Executives, National Institute of Corrections, and the Correctional Management Institute of Texas at Sam Houston State University.

In addition to his membership in the National Association of Probation Executives, Williams serves on the boards of the National Association of Drug Court Professionals and the American Probation and Parole Association.

RECENT NAPE RETIREMENTS

After 30 years in the field of probation, **Robert J. Hopkins**, Chief Probation Officer of the Monmouth County Probation Department in Freehold, New Jersey, retired on December 31, 1999.

After 25 years with the Nevada Division of Parole and Probation, a division of the Department of Motor Vehicles and Public Safety, **Carlos Concha** has retired to enter the private business sector. Concha, who started with the division in 1974 as a probation officer, quickly climbed through the ranks and was named Chief in 1998, replacing **Richard E. Wyatt, Sr.**, a member of the NAPE Board of Directors.

MOST WANTED CAPTURED
IN SOUTH CAROLINA

One of the South Carolina Department of Probation, Parole, and Pardon Services' (SCDPPPS) "Most Wanted Fugitives" was captured on the morning of January 12, 2000, in Columbia, South Carolina.

Joshua Anderson, a convicted sex offender, was captured by SCDPPPS agents near the home of his grandmother. Agent **Tonya Karlsson** had attempted to serve a warrant on Anderson several times and had information that he would be at that location. At the time of the arrest, Anderson had in his possession a quantity of what was believed to be crack cocaine; as a result, he may face additional charges.

Anderson had a conviction for criminal sexual conduct with a minor and had been placed on the SCDPPPS "Most Wanted" Internet web page at its inception in November. Since its inception last summer, the department's Fugitive Apprehension Unit has served more than 700 warrants. Offenders in absconder status are subject to immediate arrest by any law enforcement officer.

The SCDPPPS "Most Wanted" web site address is <www.state.sc.us/ppp/most.htm>. In addition, the department general web site may be found at <www.state.us/ppp/index.html>.

NEW ASSOCIATION MEMBERS

After the Fall 1999 issue of *Executive Exchange* was published, two new members have joined the Association; they are as follows:

Eugenie C. Powers, Director, Probation and Parole Division, Department of Public Safety and Corrections, P. O. Box 94304, Baton Rouge, Louisiana 70804-9304.

Stanley Kephart, Chief Probation Officer, Tulare County Probation Department, Courthouse Room 206, County Civic Center, Visalia, California 93291.

In addition to the individual members, a new organizational member joined the Association; it is as follows:

Office of Correctional Operation (Eldon Vail, Deputy Secretary), Washington State Department of Corrections, P. O. Box 41118, Olympia, Washington 98504-1118.

NAPE MEMBER DIES

Amador R. Rodriguez, Chief Juvenile Probation Officer for the Cameron County Juvenile Probation Department in Brownsville, Texas, passed away on February 1, 2000, following a short illness.

Rodriguez was born on April 22, 1931, in Edinburg, Texas. He attended Texas A&I University and enlisted in the Air Force in 1951. He achieved the rank of Master Sergeant and retired after 20 years of service on June 30, 1971. The following day, Rodriguez began working at the Cameron County Juvenile Probation Department. On January 4, 1974, he was appointed Chief Juvenile Probation Officer, a position he held until the time of his death.

Rodriguez was a past President of the Texas Probation Association, a professional organization that honored him on sev-

eral occasions; he was the recipient of the President's Award and the Charles W. Hawkes Lifetime Achievement Award. Rodriguez was also an active member of the Texas Corrections Association; that organization recognized his contributions to community corrections with the Clarence N. Stevenson Memorial Award and the Juvenile Administrator of the Year Award. The Texas Probation Training Academy at Sam Houston State University also honored Rodriguez with the Distinguished Service Award for his contributions to probation officer training.

Survivors include his wife, **Dora C. Rodriguez**, a son and a daughter, his mother, three sisters and three brothers, a grandson, and numerous nieces and nephews.

Memorial donations may be made to the Amador R. Rodriguez Scholarship Fund, Cameron County Juvenile Probation Department, P. O. Box 1573, San Benito, Texas 78586.

INNOVATIVE TECHNOLOGIES
FOR COMMUNITY CORRECTIONS
FOCUS OF UPCOMING CONFERENCE

The National Law Enforcement and Corrections Technology Center - Rocky Mountain Region (NLECTC-RM) will host a

conference focusing on innovative technologies for community corrections; the conference will be held June 1-2, 2000, at the Embassy Suites SE in Denver, Colorado. There is no charge for the two day conference, but attendees will be responsible for transportation, meals, and lodging. Community corrections professionals interested in technologies that can enhance mission performance are encouraged to attend. Registration packets are available by calling NLECTC-RM at (800) 416-8086.

The conference will explore the application of innovative technologies in community corrections, highlight practical applications of the technology, and provide live demonstrations from leading developers and vendors. Scheduled speakers will also discuss the practical application of technology in the New York City Department of Probation and the Probation and Parole Division of the New Mexico Department of Corrections. Some subjects to be covered during the conference include: non-invasive drug and alcohol detection systems; various aspects and applications of electronic monitoring; automated reporting kiosks; and crime mapping as a tool to better supervise offenders.

For more information about the conference or the NLECTC system, please contact **Joe Russo** at (800) 416-8086.

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 or the George J. Beto Criminal Justice Center at Sam Houston State University unless so stated.

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Submissions for publication consideration should be typed on 8½ by 11 inch paper, 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 bio-

graphical sketch or resume and a 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 (936) 294-1675. Facsimiles may be sent to (936) 294-1671. All correspondence regarding *Executive Exchange* should be sent to the following:

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

The George J. Beto 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.

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 _____

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Sam Houston State University
Huntsville, Texas 77341-2296
(936) 294-3757