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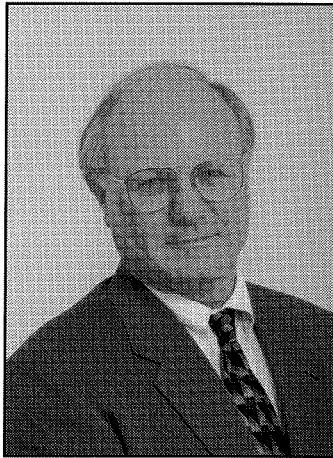
WINTER 2004

## PRESIDENT'S MESSAGE

The holidays have passed and a new year is upon us. I trust each of you spent quality time with your loved ones and friends, one of the greatest joys of the season. I hope the coming year brings you good health, happiness and prosperity.

The end of year was an excellent time for reflection. Unfortunately a disproportionate amount of reflection concentrates on our successes and how they might be replicated and expanded. If we want to be the pioneers of our profession it is the failures upon which we must concentrate.

I am reminded of Dan Beto's story about a conversation with John DiIulio. Dr. DiIulio asked Dan "What do you see as the future of probation?" Dan answered with a description of a system filled with technological innovation. He described how we would become more efficient at executing today's practices in tomorrow's world. Today, Dan humbly admits that he "just didn't get it." Ironically this conversation was once of the first steps in the Reinventing Probation movement.



We tend to believe that the methods that have proven successful in the past will eventually be refined to address all situations and solve the currently unsolvable problems that we tend to dismiss as exceptions. The

reality is that new problems are constantly arising and regardless of how successful our approaches may have been in the past, they will prove powerless in solving many of the new problems. Our "best practices" are effective with the majority of offenders, but useless with others. Although a diligent application of "best practices" is a laudable goal and would certainly distinguish an agency as exceptional, it would be unfortunate if all of our resources were devoted to this end. We must remember that "what works" doesn't work for everyone. It is imperative that we continue to fund those innovative initiatives that attempt to solve today's unsolvable problems. Our successes define our current practices, but our failures will define the future of probation.

**Ron R. Goethals**  
President

## CONTENTS

|  |    |
|--|----|
| President's Message .....  | 1  |
| The Mentally Ill Offender Initiative, <i>Arthur J. Lurigio, Ph.D.</i> .....  | 2  |
| The Future of Corrections: Some Random Thoughts, <i>Dan Richard Beto</i> .....   | 10 |
| A Multicultural Training Curriculum for Probation Officers,<br><i>Patricia Ann King, Ph.D., and Robert A. Shearer, Ph.D.</i> ..... | 16 |
| Director-General of the National Probation Service, <i>Donald G. Evans</i> .....   | 18 |
| Important Websites .....   | 20 |
| Nominations for Awards Solicited .....   | 21 |
| 2004 Elections .....   | 25 |
| News from the Field .....  | 28 |

## THE MENTALLY ILL OFFENDER INITIATIVE: RESPONDING TO THE PROBLEMS AND NEEDS OF THE MENTALLY ILL IN THE COOK COUNTY CRIMINAL COURTS

by

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In recent years, seriously mentally ill offenders (MIOs) — persons with schizophrenia, major depression, and bipolar disorder — have become more numerous in the criminal justice system and pose significant challenges at every point of contact in the system — from arrest to post-incarceration release (Lurigio, 2000). To confront these challenges, the Center for Substance Abuse Treatment (CSAT) funded a project that was designed to address the problems and needs of MIOs. Known as the Mentally Ill Offender Initiative (MIOI), the project has culminated in a detailed plan for identifying, assessing, and case managing MIOs in the Cook County Criminal Court System. This article describes the rationale for the MIOI, the MIOI's planning process, the fundamental principles of the MIOI, and the activities necessary for launching, sustaining, and evaluating the MIOI, which will begin in early 2004.

The Cook County Criminal Court System, located in Chicago and its surrounding communities, is the largest unified court system in the United States. Each year, the court hears more than 40,000 felony case filings. More than 70 percent of these case filings lead to convictions, and more than half of the convictions lead to probation sentences (Bauer, Hahn, Myrent, Ramker, & Repp, 2000). Estimates suggest that more than 10 percent of all the probation sentences in Cook County involve persons who suffer from serious mental illness (Lurigio et al., 2003).

The Cook County Criminal Justice System processes large numbers of MIOs at the pre- and post-adjudication levels. For example, each year, more than 10,000 MIOs are admitted to the psychiatric unit of Cermak Health Services (CHS), which is the medical facility for the Cook County Department of Corrections (CCDOC). Each day, more than 1,000 MIOs receive psychiatric services at CCDOC. The overwhelming majority of them (97%) are awaiting the disposition of their felony cases. Although CHS has an exemplary program for detainees with serious mental illness, many detainees who receive psychiatric services in the jail are released into the community without medications or linkages for continued mental health and substance abuse treatments. The MIOI was convened to explore different strategies for working with MIOs after they have been sentenced to probation.

Participants in the MIOI were key stakeholders from Cook County's criminal justice, mental health, and substance abuse treatment systems. Under the leadership of staff from Treatment Alternatives for Safe Communities (TASC), the recipient of the CSAT funding, and with the full approval and participation of the leadership of the Cook County Circuit Court, the stakeholders engaged in a yearlong planning process to prepare the entire court system to tackle the problems and needs of MIOs. Although

stance abuse or dependence disorders as many such offenders do (Lurigio & Lewis, 1987; Lurigio & Swartz, 2000).

Numerous obstacles to the effective treatment and reintegration of MIOs into the community have presented significant challenges to staff in the criminal justice and mental health fields. Criminal justice and mental health services for MIOs have largely been insufficient, especially in terms of providing coordinated care. For example, there has traditionally been a lack of coordination between criminal justice agencies and mental health agencies. Although they have shared many of the same clients, criminal justice and mental health system staffs have rarely exchanged information about the MIOs whom they monitor or treat (Lurigio & Swartz, 2000). Furthermore, gaps in psychiatric services are common within and between criminal justice agencies. For example, MIOs who have received care in the jail might be sentenced to probation without any consideration of their treatment history or continued need for care. In addition, MIOs can face cultural and language barriers that impede their access to mental health services. For example, a large percentage of MIOs are persons of color, who are often mistrustful of medical professionals and reluctant to seek psychiatric treatment. The stigmatization of persons who seek mental health care is especially common among African Americans (Williams & Lurigio, 2003).

When criminal justice and mental health staffs exchange information, they frequently have held disparate views regarding the MIO's treatment needs and have had different levels of tolerance for the MIO's high-risk behaviors (Peters & Hills, 1997). Described as "resistant to treatment, dangerous, seriously substance abusing, and sociopathic," the MIO has intimidated community treatment providers (Lamb, 1998). Laberge and Morin (1995) noted that many MIOs have problems taking responsibility for their illnesses or their criminal activities and struggle with acknowledging their needs for treatment. The MIO can also be resistant to engaging in therapeutic relationships, can face challenges adhering to medications or keeping medical appointments, and has been difficult to place in stable or affordable housing. As a result, mental health staff have been likely to regard the MIO as an unwelcome or undesirable client. Hence, a system's approach that considers the different perspectives and concerns of criminal justice and mental health professionals will result in more effective and coordinated programs and services for MIOs (Clear, Byrne, & Dvoskin, 1993).

### Current Project

As I noted above, MIOs are common in the criminal justice system, grossly underserved, and difficult to manage. These difficulties emanate from MIOs' complicated problems and needs. They also stem from limitations in the criminal justice system's capacities and resources; delays in the identification of MIOs' mental health problems and services needs; poor coordination of care among criminal justice agencies and between criminal justice and mental health agencies; and the absence of a plan for comprehensive and integrated care for MIOs.

The current project was funded for the purpose of developing a plan for more effective and coordinated programs and services for MIOs in Cook County. The plan was mindful of the scanty resources in the state's budget for the mental health care of indigent patients. Therefore, the project will work with only MIOs who are already receiving state-funded services, that is, with

only MIOs who have open cases with the state's Office of Mental Health (OMH) services, which is a division of the Illinois Department of Human Services.

### Planning Process and Accomplishments

The MIOI planning process was funded by CSAT with dollars that were awarded through its Community Action Grants Program. The ultimate aim of the project was to enhance the knowledge and skills of all stakeholders in the criminal justice and mental health systems for the purpose of preparing them to serve MIOs more effectively and humanely. TASC was the recipient of the planning grant. TASC has been designated by the state of Illinois to provide assessment and case management services for offenders with substance use disorders. Since 1975, TASC has been the bridge between the criminal justice and substance abuse treatment systems in Illinois. Members of TASC's staff formed the administrative core of the project and participated vigorously in every facet of the planning process. The planning process lasted one year and involved stakeholders from local criminal justice and mental health systems in regular meetings of the MIOI's Steering Committee.

The MIOI's planning process had several major goals: to rally stakeholders around the issues confronting MIOs; to garner stakeholders' commitments to work cooperatively toward a feasible strategy for addressing those issues; to ascertain the major problems of MIOs and the responsibilities of the various agencies in the Cook County Criminal Justice System to address those problems; to arrive at a common understanding of the challenges inherent in assessing and treating MIOs; to gauge the ability of the public mental health system to handle larger numbers of MIOs; to examine the applicability of TASC's case management model for working with mentally ill and comorbid offender populations, that is, those with psychiatric and substance use disorders; to foster longer-term relationships between the criminal justice and mental health systems that will result in coordinated care for MIOs; to develop strategies to secure more funding for MIO services; and to create a blueprint for implementing a prototype program, which will constitute the first practical step toward systemic change in the handling of MIOs in the Cook County Criminal Justice System.

### Preparing the System for MIOs

The MIOI's Steering Committee recommended fundamental principles for the design of the prototype program's structure and staffing. These principles of structure and staffing reflect best practices for monitoring and treating MIOs. They were derived from the research literature and the collective wisdom of the MIOI's Steering Committee Members, who had considerable experience in the fields of drug abuse treatment, community corrections, court operations, and mental health care and law. Finally, these principles of structure and staffing laid the foundation for building the capacity of the court to respond more effectively, humanely, and comprehensively to the problems and needs of MIOs.

### Change the System

The Cook County Criminal Court System is part of the largest unified court system in the United States and has authority over

offenders from urban areas with high rates of crime and other social problems. Because of Cook County's size, the sheer volume of cases involving MIOs would overwhelm any single, specialized courtroom that could be dedicated to facing the formidable challenges of working with MIOs. Thus, the Cook County Criminal Court System will implement a systemic response to MIOs instead of an approach that relies on one courtroom that would be limited in its ability to monitor MIOs' behaviors and to assist them in managing their illnesses.

A systemic response will enable the staff in all criminal courtrooms to handle the problems and needs of MIOs in a more standardized, effective, and efficient manner. Such an approach will more evenly distribute the staff responsibility for responding to MIOs throughout the entire criminal court system. A systemic response will also help protect the confidentiality of MIOs by not shunting them to specially designated courtrooms – a process that could call unnecessary attention to their mental health afflictions and might result in their stigmatization. Moreover, a systemic response will raise and sustain the court's awareness of offenders' psychiatric conditions without depleting the resources of any specific courtroom. Most important, a systemic response will have a much greater, lasting, and overall impact on MIOs' serious problems. It will condition all members of the criminal court system to respond to MIOs in an informed and enduring effort that will eventually reach large numbers of MIOs.

#### Target Probationable Felons

The MIOI will design its prototype program for MIOs convicted of felony crimes and sentenced to probation in the Criminal Division of the Cook County Circuit Court, which disposes of the most serious criminal cases from the city of Chicago. The court already devotes the bulk of its resources to the processing of felony offenders – an activity that has always been the court's top priority. MIOs convicted of probationable felony crimes were selected because of the substantial treatment demands that they present to the court and the significant risks that they pose to the community, especially since such offenders have until now received inadequate or no services to address their mental health problems and needs.

The Criminal Division of the Circuit Court disposes of the greatest numbers of felony cases in the court system. Most of the cases are from the city of Chicago and are heard in courtrooms that are located in the Criminal Courts Building. The Criminal Courts Building contains 32 courtrooms, which is the greatest number of courtrooms in a single location in the county's criminal court system. Judge Paul Biebel, the Presiding Judge of the Criminal Division, was the co-chairperson of the MIOI's Steering Committee and has been extensively involved in the initiative from its inception. He is very interested in and knowledgeable about mental health issues and services. Therefore, the prototype program will be implemented under his leadership and oversight.

Only defendants charged with probationable felony crimes will be included in the program's review process. TASC case managers, who work in the jail, will ascertain whether program-eligible defendants meet the diagnostic criteria for the following psychiatric disorders: schizophrenia, major depression, and bipolar disorder. Excluded from program eligibility are defendants with a diagnosis of any of the paraphilias (e.g., exhibitionism, pedophilia, sexual sadism) or those diagnosed with only a personal-

ity disorder. Defendants with only a substance use disorder, and not a psychiatric disorder, will also be excluded from prototype program eligibility. Eligible defendants can meet the criteria for more than one psychiatric disorder, and they can be diagnosed with a psychiatric and personality disorder (e.g., antisocial personality disorder) or multiple combinations of psychiatric and personality disorders.

TASC case managers will screen and assess defendants for program eligibility by evaluating them on the basis of their current charges, OMH status (i.e., whether they have an open case with the OMH), and their psychiatric, personality, and substance use disorders. Eligible defendants can be released on bond or be in CCDOC's custody at the time their cases are considered for eligibility. TASC case managers will remove from consideration persons who fail to meet the prototype program's eligibility criteria for types of charges filed.

Defendants found incompetent to stand trial or those who will pursue the insanity defense will be ineligible for program participation. If they are restored to competency or later decide against the insanity defense, they can be reconsidered for program participation. Program participation will, of course, depend on the outcome of the preliminary hearing. Only those defendants whose cases are judged to have enough probable cause for an indictment will remain eligible clients for the program. Prospective clients, who remain eligible for the prototype program, following further review by the state's attorney and public defender, will be approached by a TASC case manager (with the consent of the client's public defender) and asked to participate in the program. Staff in the presiding judge's office will review the list of defendants who are eligible by virtue of their charges, diagnoses, and OMH status and who agree to participate in the program. After the presiding judge's staff ensures that only program-eligible clients have been identified, the judge's staff will direct eligible cases to the courtroom that the presiding judge has selected for the prototype program.

#### Begin with a Single Court

The implementation of the prototype program will offer the first opportunity for constructing and testing the model before it is adopted system-wide. The initial implementation process will be undertaken in a manageable and controlled environment in order to provide the best chance for the model to evolve fully and successfully. Only 50 persons will be selected to participate in the prototype program – a number large enough to test the program's procedures but small enough to allow a careful and detailed analysis of the entire implementation process. The experience of implementing the prototype program will produce the recipe for handling MIOs in every criminal courtroom in the Cook County Court's Criminal Division.

#### Choose Probation as the Platform

MIOs selected for the prototype program will be sentenced to probation with mandatory mental health treatment and other types of behavioral healthcare and social services. Probation is an excellent vehicle for delivering services to MIOs because probation officers can invoke the authority of the court to improve adherence to medication and other court-ordered conditions of probation. On average, felony probation sentences are two years in duration, which allows for services to be rendered long enough

to address effectively MIOs' multifarious problems and needs. Numerous studies have found that coerced drug treatment, using the authority of the court and criminal justice systems, increases an offender's enrollment and participation in interventions and programs. These findings generalize for MIOs can dramatically increase their compliance with medication and significantly reduce the likelihood of psychiatric and criminal recidivism (Heilbrun & Griffin, 1998; Lamb et al., 1999). Probation supervision "creates and maintains the boundaries and structures that [will encourage MIOs] to focus on their recovery" (Massaro, 2003, p. 41).

#### Engage in Case Management

The program will take advantage of case management strategies that have proved successful in criminal justice, substance abuse, and mental health systems. TASC staff persons are experts and leaders in the application of case management strategies for criminally involved, drug-addicted clients and will transfer their successful model to working with MIOs. Case management techniques are aimed at helping clients access multiple services in an overall treatment plan that integrates and coordinates care across different service domains. Case management techniques include the following: enumerating goals and objectives that can be employed to evaluate program effectiveness; establishing and maintaining clients' eligibility for income-support payments through Supplemental Security Income or Social Security Disability Insurance; protecting clients' rights as citizens and members of the community; triaging clients' services needs; and advocating for more and better client services in all areas of service provision. In addition, case management techniques balance MIOs' needs for mental health treatment with court mandates and the availability of community-based services for substance abuse, housing, job training, employment, and medical conditions (Bemus, 1993).

The prototype program's case management strategies will be based on TASC's recovery management model, which promotes client responsibility and self-sufficiency by incorporating habilitation services in standard case management plans. Program staff will help clients develop the skills and competencies needed to control their drug use and mental health problems and to improve the quality of their lives. They will also encourage clients' family members and other supportive persons to become involved in clients' recovery from psychiatric and substance use disorders.

Comprehensive assessment findings will become the basis for highly detailed case management plans that precisely match clients' needs with specific treatments and services. Clients' problems will be triaged, reflecting the seriousness of their disorders and providing the basis for a prioritized strategy of service brokerage and delivery. Clinical assessment findings will be coupled with probation officers' determinations of client risk and their plans for monitoring clients and holding clients accountable for complying with mandatory and special conditions of probation. All assessments will be conducted with great sensitivity and responsiveness to the special needs of mentally ill women and persons of color and will be the foundation for developing culturally sensitive programs and services. In addition, because of the high rate of co-occurring disorders among prototype program clients, program staff will identify providers who are able to deliver integrated or coordinated care and services for persons with comorbid psychiatric and substance use disorders.

Wolf and Diamond (1997) reported that clients who participated in case management programs, which emphasized the cooperation of staff from both the criminal justice and mental health systems, had significantly fewer arrests than clients who participated in non-case management programs. According to Noordsy and Drake (1994, p. 23), "case management is an essential component of care for the individual with a dual diagnosis [psychiatric and substance use disorders]. It allows for the treatment provider to focus on practical interventions in the client's environment."

TASC case managers and probation officers will conduct routine reassessments to generate information for the purpose of chronicling the MIO's progress and revising case management plans so that they will more precisely reflect changes in the client's treatment and services needs. Reassessments will incorporate findings contained in treatment and probation records as well as the results of case staffings. Based on the literature on best practices in corrections, the client's self-assessment of symptoms can yield important information for tracking client progress in treatment, for engaging the client in treatment and services, and for validating staff's evaluations of the client's stability, sobriety, and treatment progress. Researchers at Texas Christian University, for example, have developed a self-report questionnaire for drug treatment clients, which program staff will review and modify for its own use in the prototype program. Thus, the client's self-assessment will become a component of reassessment findings that will guide ongoing modifications of case management plans.

The MIOI's comprehensive vision for the care of MIOs will contain a number of elements that draw on evidence-based practices for mental health and drug treatments. For example, TASC case managers will use standardized screening and assessment tools in their determinations of a client's program eligibility and needs for treatment and other services. Case managers will build on the information already contained in a client's treatment records from CCDOC and OMH and the results of TASC's assessment of substance use disorders, which is extensive, evidence-based, and practice-tested. The prototype program will attend to a wide variety of client services needs, including housing problems and vocational, educational, and employment deficits.

Finally, the program's case management model will develop innovative, flexible, and calibrated responses to non-criminal violations of probation such as, missing a treatment appointment. Mandated treatment is a powerful tool for increasing compliance with treatment and service mandates. A client's failure to adhere to treatments for psychiatric and substance use disorders could constitute grounds for filing petitions to violate probation. However, these failures could also signify critical treatment issues that are more effectively addressed by clinical and not by criminal justice responses. Following the successful model of Cook County's Felony Drug Court, a graduated system of rewards and punishments will be instituted to shape the client's behaviors in the interest of recovery, reintegration, and rehabilitation. Program staff will identify individualized incentives to increase offender participation in treatment and other services (e.g., reductions in reporting and curfew requirements).

#### Adopt a Team Approach

A specialized team approach will be adopted to manage MIOs on probation. A team approach will involve all members in deci-

sions regarding the selection, supervision, treatment, and continuity of care for MIOs after discharge from probation. The members of the team will include judges, state's attorneys, public defenders, probation officers, TASC case managers, and OMH-funded providers of mental health services. The various strengths and expertise of the team members will be considered in delegating each team member's responsibilities. To ensure continuity and consistency in implementing the prototype program, the same group of criminal justice professionals will be assigned for a lengthy tenure to the same courtroom.

TASC case managers will clinically screen and assess eligible defendants and present their findings to the team before final selections are made. They will refer MIOs for all treatment and social services and monitor their participation in those services. In addition, they will be primarily responsible for advising the team on issues related to the supervision and treatment of MIOs with co-occurring substance use disorders. Probation officers will enforce compliance with all conditions of probation and submit to the court case status reports and petitions for violation of probation. Probation officers will lead the team in all monitoring functions and will help the team strike an optimal balance between enforcement and treatment.

The team approach will underscore the importance of coordinating decision-making and core case management activities. Each member of the team will be knowledgeable about the functions and responsibilities of the other. Case conferences will become the mechanism for selecting and tracking the progress of program participants. Similarly, any major decisions about the direction of cases will be made with the input of all team members during case conferences. Case conferences will also involve continued discussions about the quality of the services that are being provided by participating treatment agencies. In addition, based on the results of drug treatment court studies, members of the program team will play a major role in monitoring MIOs' participation in treatment through an offender-specific schedule of status hearings in which the judge has direct, meaningful contacts with MIOs.

#### Offer Comprehensive Services

MIOs are typically afflicted with more than one disorder and have a broad range of services needs. Therefore, mental health services will be at the core of social support services and other treatments. In particular, MIOs are highly likely to have comorbid psychiatric and substance use disorders. The combination of these disorders places offenders at higher risk for failure in treatment, continued criminality, violent behaviors, and violations of probation. The most effective strategies for managing MIOs combine individualized case management strategies with long-term psychiatric treatment and habilitation services. Other common services needs of MIOs include housing, education, childcare, employment referrals, vocational training, and medical interventions for acute and chronic illnesses.

#### Establish Formal Partnerships with Providers

The MIOI will establish professional partnerships with service providers by entering into formal agreements or memoranda of understanding (MOU), with mental health agencies, and will create opportunities for cross-training involving criminal court staff and service providers. Community mental health providers will

be critical members of the team that are responsible for monitoring and serving MIOs. The prototype program will include MIOs from different OMH catchment areas and will therefore involve different community-based agencies that provide mental health services. The success of the initiative will rest on the team's ability to form and sustain working partnerships with mental health providers.

In launching the prototype program, the initiative will rely on its OMH stakeholders for guidance in negotiating MOUs between the mental health and criminal justice systems. TASC staff will be primarily responsible for negotiating MOUs with mental health providers. MOUs can enumerate provisions for procedures and processes such as, obtaining releases of information, defining referral processes, and meeting federal and state requirements for client confidentiality (Massaro, 2003). The ultimate goal of forming MOUs is to construct lasting bridges between the mental health and criminal justice systems in Cook County, leading to coordinated and continual care for MIOs.

Cross training involving criminal justice professionals and mental health care providers will be an important component of relationship building. Judges and attorneys are knowledgeable about the legal issues and terminology that refer to forensic court cases with persons who are being evaluated for fitness or proferring the insanity defense. However, few judges and attorneys have much background in the routine clinical evaluation and treatment of MIOs. Hence, to institute a team approach for handling MIOs throughout the criminal court system, members of the courts will be educated about the causes, diagnosis, and treatment of mental illnesses. They will also become familiar with the current diagnostic nomenclature and the latest advances in medications and other treatments for psychiatric disorders.

Similarly, few mental health and other social services providers are knowledgeable about court and criminal justice operations. They should be educated about criminal statutes and sentencing decisions; court operations and exigencies; and probation mandates, policies, and procedures. TASC and probation staff will help mental health providers develop skills for addressing their clients' criminal behaviors. Finally, staff in the prototype program will participate in trainings that will clarify their roles and responsibilities in the program and will ensure that they are very familiar with the program's basic model and guiding principles.

#### Summary and Conclusions

The MIOI successfully achieved the goals in its planning stage for three major reasons. First, the presiding judge of the criminal courts co-convened the steering committee and maintained a powerful and consistent presence throughout the entire planning process. The power of his office and his skillful leadership greatly facilitated discussions and decision-making and kept the group focused on the project's fundamental endeavors.

Second, steering committee members were fully engaged in the project from its outset. Although the representatives of the major offices involved in the MIOI changed during the course of the initiative, the commitment and participation of those offices in the MIOI remained steadfast and enthusiastic. Steering committee members were respectful of one another's positions and interests and participated in spirited, but highly cooperative, discussions. Moreover, they had the courage to confront the sensitive issues surrounding the sentencing and case management of MIOs convicted of felonies.

Third, the project was undertaken under the direction of TASC staff persons. As the state's designated provider of assessment and case management services for persons with substance use disorders, TASC is a highly recognized and well-known boundary spanner with deep roots in the criminal justice and drug treatment systems. In their roles as project administrators and facilitators, TASC staff persons set the collaborative tone of the project. As to the shaping of the agenda, they ensured that the committee would adopt a systemic approach to recognizing and handling the challenges of MIOs in the Cook County Criminal Justice System.

The purpose of the MIOI was to establish a cohesive service system invested in the rehabilitation and recovery of MIOs by maximizing and capitalizing on the court's authority to increase compliance with services. The initiative recommended a case management model for supervising the target population — felony probationers who suffer from psychiatric and drug use disorders but have no history of violent or sex crimes. The MIOI will now focus on further tailoring that model and refining the program design throughout the implementation process. Decisions about the prototype program's procedures, staffing, and operations will be based on data that are collected in an independent process evaluation.

Finally, the MIOI developed a feasible plan that focuses on how the Cook County Criminal Justice System can respond effectively to the problems and needs of MIOs. The initiative also considered strategies for collaborating, cultivating relationships, and sharing resources, both among criminal justice agencies and between criminal justice and mental health agencies and for avoiding a duplication of programs and services in both systems. The MIOI's stakeholders will continue to meet on a monthly basis to maintain the excellent progress that they have made to date and to work steadily toward the ultimate goal of the project: to create systemic changes in the way MIOs are identified, assessed, and case managed in the Cook County Criminal Justice System.

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## THE FUTURE OF CORRECTIONS: SOME RANDOM THOUGHTS

by

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Last December I participated in three unrelated discussions about the future of corrections. Parties to these conversations included a recently retired juvenile corrections executive, an adult corrections bureaucrat, and an academic, all of whom had a different take on what the future would look like. By chance, these discussions coincided with a request from the Editor of *Crime and Justice International*, who was working on an issue devoted to the future of the criminal justice system, for an article on the future of corrections. After some arm twisting, I reluctantly agreed to provide him with some thoughts. The following represents a slightly expanded version of the article I submitted to him.

### Setting the Stage

On March 23, 1775, American patriot Patrick Henry, in a speech delivered during the Virginia Convention, made the following observation:

I have but one lamp by which my feet are guided, and that is the lamp of experience. I know no way of judging the future but by the past.

Predicting the future of any program, initiative, or institution — and particularly the future of corrections, with its innumerable stakeholders — can be a perilous and unrewarding exercise, even for the wisest of wise men. And to anticipate the future, one would do well to follow Patrick Henry's advice and look to the past for guidance.

On October 12-18, 1870, the National Congress on Penitentiary and Reformatory Discipline was held in Cincinnati, Ohio. Rutherford B. Hayes, then Governor of Ohio, served as President of this national meeting, the forerunner of the American Correctional Association. During the congress a number of papers were presented on such topics as prison discipline, sentencing, institutional conditions, dietary standards, the use of volunteers, the role of religion in prisons, prison education, society's responsibility for the causes of crime, convict clothing, juvenile facilities, visiting procedures, training for officers of prisons and reformatories, the special needs of juveniles, programs for offenders, pardons, and criminal statistics. At the conclusion of the congress the delegates adopted a "Declaration of Principles" relating to the operation of prisons and reformatories and the treatment of offenders (Wines, 1871).

Unfortunately, the topics discussed and the resolutions passed more than 133 years ago at that first congress are still being discussed today. Other than for more sophisticated delivery systems, the correctional issues of today are not that much different than those identified in 1870. In an opinion piece that appeared in the

1) Fewer offenders, and especially the younger ones, will be confined for long periods in custodial institutions.

2) The programs of these institutions will place greater emphasis on preparation for release and reintegration into normal society and less on the prevention of escapes and on economic production, unless it contributes to occupational competence.

3) The new correctional institutions for both youths and adults will be much smaller, perhaps less than a hundred residents each, and will be located in cities, not on farms as has been our tradition.

4) There will be less and less of the sharp dichotomy between incarceration and parole or probation supervision. Offenders will move in and out among varying degrees of restraint. Work and training furloughs, weekend sentences, halfway houses, and similar community-based programs will become more common and more varied.

5) Probation services will expand, but they will be better supported and will include a much wider variety of programs, including hostels, group homes, training programs, job placements, sheltered workshops, psychiatric services, and special counseling.

6) Post-institutional supervision (parole) will also exhibit changes in variety and character similar to those in the community programs for probationers.

7) The character, composition, and function of parole boards will change. These boards, made up largely of lay persons appointed by state governors, are seldom well qualified for their decision-making tasks and, to compound the problem, they are peculiarly vulnerable to the most reactionary influences in the society, which do not support the majority concept of rehabilitation as opposed to retribution.

8) New forms of disposition tribunals, as substitutes for the conventional sentencing by judges and the term-fixing and paroling functions of lay parole boards, will be developed.

9) Community-based programs must make more and more use of related community resources, both public and private. To do this, the organization and management of the correctional services must be consolidated and coordinated in each community. It is now the rule rather than the exception in major cities, in an area, say, ten miles square, to find from five to ten separate governmental agencies (federal, state, county, and city), supervising several thousand probationers and parolees of all ages and both sexes. There is no valid excuse for the cost, confusion, and inefficiency of this arrangement.

10) More and more attention will be given to the development of information systems making use of modern

computer technology so that decision-makers throughout the justice system can operate on the basis of facts instead of opinion and guesswork.

11) Empirical research methods will be employed more and more as the means of defining and refining the problems of crime and delinquency and of evaluating and testing the effectiveness of programs.

12) From the standpoint of the offender who would seek to escape the consequences of his behavior, the "new corrections" will be far more difficult to evade than is the case under our present system; conversely, for those who need help, professionally competent assistance will be provided. And the long-term needs for public protection will be better served.

In October 1970 George J. Beto, Director of the Texas Department of Corrections, delivered his presidential address at the annual Congress of Correction of the American Correctional Association, during which he spoke on the past, present, and future of corrections in America. During his career in corrections, Beto — a Lutheran clergyman, educator, and penologist — was a member of the Texas Board of Corrections, the Illinois Board of Pardons and Paroles, and was Chairman of the Texas Youth Commission. For a ten year period commencing in 1962 he was Director of the Texas Department of Corrections. In 1972 he joined the faculty at Sam Houston State University, where he was named Distinguished Professor of Criminal Justice; he retired from the University in 1991 to become Chief of Chaplaincy Services with the Texas Youth Commission, a position he held for only a few months; he died in December 1991 while getting dressed to go to work.

As in the case of McGee's article published a little more than a year before, Beto's vision of the future of corrections was hopeful and conveyed a suggested blueprint. His view of the future of corrections was limited to seven areas (Beto, 1971).

*Research.* The future will bring more research. I know of no institution, unless it be organized Christianity, which has shown a greater reluctance to measure the effectiveness of its varied programs than has corrections.

We engage in many alleged rehabilitative practices, but we have little evidence to show that they are successful in achieving the objectives which we have set for ourselves; namely, redirecting and restructuring the life of the offender. Many of our programs may be good, they may be effective, but they are based on an undated assumption; we have no assurance — without the measurement found in research — that these programs are effective and successful.

*Pre-release Programs.* The future will bring an expanded use of pre-release programs. It is sheer folly to keep a man in prison two or three or four or five years and, at the termination of his sentence or upon parole, release him with a few dollars, a cheap suit, and the perfunctory ministrations of the dismissing officer.

To an even greater degree, the future will witness programs which devote themselves to easing the inmate's

transition from the most unnatural society known to man — prison society — to the free world.

Myrl Alexander is correct when he says: "We must blur the line between the institution and the community."

*Probation and Parole.* The future will bring an increased use of supervised probation and parole. One day society will become truly aware of the comparatively low cost of putting a man on probation or on parole and will demand that these approaches be used rather than senseless and expensive incarceration.

If we are honest with ourselves, we will admit that our massive prison buildings, the time honored, elaborate, and almost ritualistic security measures which we practice, are actually designed for a small percentage of our prisoners — 25% at the most. The best interest of the majority of our inmates, as well as those of society, would be better served by intelligently supervised probation and parole rather than by the artificially contrived rehabilitation programs found in the stultifying atmosphere of most prisons.

*Presentence Investigation.* The day will come when state judges — as federal judges now do — will be required to pass sentence only after having the benefit of a comprehensive presentence investigation which embraces every aspect of the convicted felon's experience.

Today, in too many instances, there come to our gates the psychotics, the mentally retarded, the emotionally disturbed, sent there by our large and impersonal cities, where citizens, juries, prosecutors, and judges labor under the wholly false impression that they have rid themselves of a problem by sending these people to the penitentiary.

Competent presentence investigations will indicate whether confinement in an inherently punitive penal institution is required — and make no mistake, it frequently is — or whether society and the individual would be better benefitted by some other disposition of the case.

*Productivity.* I also believe that our prisons will become more productive. If inmates of prisons are to become more productive, there must be an expansion of prison industry. The tax-conscious constituent will demand it; enlightened organized labor and free-world industry will allow it.

Moreover, in efficiency, in equipment, in adequacy of supervision, and in quality of products, prison industry will compare favorably with its counterpart in the free-world.

*Personnel.* Glaser, in his significant work, indicated on the basis of research that the most important rehabilitative agent in the correctional setting is not the profes-

sional, the psychologist, the sociologist, the teacher, the chaplain; rather the man exerting the greatest influence for good or for evil is the correctional officer.

In commenting — and commenting critically — on the report of the Joint Commission of Correctional Manpower, Sanford Bates made a profound observation. He stated: "The importance of character, resourcefulness, courage, and reliability is hardly mentioned in the report."

I believe that in the future the critically important rehabilitative role of the correctional officer will be recognized. Instead of recruiting convict guards, we shall employ men and women of character, resourcefulness, courage, and reliability, who by precept and example will affect significantly the motivation and behavior of the imprisoned offender.

*Higher Education.* Finally, higher education will become more involved in corrections. The creative involvement of the university in the day-to-day operation of the criminal justice system as it has evidenced itself at Southern Illinois University, at Florida State University, and at Sam Houston State University will become widespread in nature. More important, both corrections and higher education will benefit from the involvement.

More than three decades later, an examination of the criminal justice system of today suggests that many of Richard McGee's "hopeful" expectations and components of George Beto's blueprint have yet to be realized. And sadly, in some instances, the condition of the correctional environment present at the time these predictions were written has deteriorated.

### Current Predictions

While I do not pretend to be a prophet or clairvoyant, based on a review of the past, coupled with a knowledge of the present, I am inclined to believe there will be no appreciable change in the way the business of corrections is conducted, at least for the foreseeable future. What progress that does occur will be in the distant future, long after I have retired and, in the words of Shakespeare's Hamlet, "shuffled off this mortal coil."

As the following predictions suggest, I am not particularly sanguine about the immediate future of corrections, yet in terms of a long term perspective, there exists some hope.

*Institutional Corrections.* In the past several years most states have experienced serious financial problems. Armed with the popular but unrealistic mantra of "no new taxes," elected officials, with little thought to the future, ruthlessly reduced or eliminated critical services provided by state agencies. And correctional facilities were not immune to these cuts. As a result, those responsible for the administration of correctional institutions found themselves forced to severely reduce or eliminate educational, vocational, religious, and treatment programs.

I am fearful that in the not too distant future the reduction or elimination of these programs will result in a greater frequency of unrest and disturbances in prisons and the inability to retain

competent correctional personnel, thus resulting in increased operational costs; in addition, we will witness the release of a significantly increased number of offenders ill-prepared to live in harmony with their fellow man and incapable of competing in an ever changing job market, higher recidivism rates, more crime, and a crisis in credibility (Robinson, 2003) because adult and juvenile correctional facilities are no longer delivering programs that positively impact public safety. I envision an increase in prison litigation, and many correctional systems will again be subjected to the oversight of the federal judiciary.

While we will eventually work our way out of this crisis, it will be done so at a terribly high price.

*Prison Overcrowding.* With prison overcrowding again on the horizon, with the inequities found in the prosecution of drug possession cases, and with public attitudes becoming more permissive, I would not be surprised to see the decriminalization of possession of small amounts of drugs.

Prison overcrowding will also bring about change in some of the Draconian sentencing laws, cause a review and liberalization of how "good time" is administered, and require paroling authorities to consider more cases for release (Schiraldi, 2003).

And finally, prison overcrowding will force elected officials and policymakers to seriously examine how we deal with the mentally ill, physically handicapped, and geriatric offenders.

*County Jails and Confinement Facilities.* Over the past couple of decades considerable progress has been made in the administration of county jails. Standards have been promulgated and, more importantly, embraced; in addition, professional staff have been recruited, realistic salary structures instituted, programs for offenders established, and meaningful staff training emphasized. Too, county officials have come to realize the necessity of operating constitutional confinement facilities.

The progress we have witnessed will continue, and county jails and locally operated confinement facilities will play a greater role in the correctional continuum.

*Community Corrections.* For the foreseeable future, community corrections — and particularly probation — will continue to be treated as an unwanted stepchild at a family reunion. Despite the fact that probation and parole are responsible for more than two-thirds of the correctional population, they will be absent from the table when correctional policy is being crafted and they will receive woefully insufficient funding when the correctional dollar is being parceled out. Too, community corrections agencies will continue to be the victims of unfunded mandates, thus exacerbating the already critically inadequate conditions under which they must operate.

It is my hope that eventually elected officials and policymakers will see the folly of their fascination with the "bricks and mortar" industry and that, albeit belatedly, they will come to the realization that an adequately funded community corrections system can save tax dollars without jeopardizing public safety. Moreover, as part of an "adequately funded community corrections system," we will see the elimination of probation supervision fees, thus allowing probation officers to devote more of their time working with offenders on real issues than serving as collection agents.

I am also hopeful that community corrections agencies will do a better job of fulfilling their public safety function by more ag-

gressively supervising offenders, enforcing conditions of probation and parole and responding quickly to violations, providing treatment and intervention programs supported by research, and by allocating their limited resources more rationally, as advocated by the Reinventing Probation Council (2000).

*Technology.* I suspect it is the area of technology that has the most promise and in which we will see the most progress. The corrections profession — both institutional and community — is still in its infancy in applying technology to its day-to-day operations. It is not unreasonable to believe that in the not too distant future a variety of technological applications will be used widespread by correctional agencies to conduct their business at significant cost savings to the tax-paying public.

These technological advances will allow correctional agencies to do a better job of classifying offenders (see Dow, et al., 2002), identifying and responding to mental health and medical conditions of offenders, monitoring and tracking offenders and employees' movements, managing data, communicating information between agencies, strategic planning, allocating limited resources, developing and delivering relevant training, and evaluating programs. Furthermore, these advances will enhance correctional agencies' ability to deliver on their promise of promoting public safety.

*Partnerships.* In the past decade there have been a number of partnerships developed between law enforcement and community corrections agencies (Reinventing Probation Council, 2000). These partnerships, which have taken on many forms, were forged for the purposes of targeting criminal behavior in specific crime-ridden neighborhoods, promoting public safety through enhanced offender accountability, exchanging information and intelligence, providing specialized enforcement, problem-solving initiatives, sharing training resources, and addressing quality of life issues.

These partnerships, while requiring some operational and policy adjustments for the agencies involved, have proved effective in combating crime, generating community support and involvement, and maximizing scarce resources. Because of their successes, coupled with the fact that they cost relatively little to maintain, I am convinced that cooperative relationships between community corrections and law enforcement agencies will continue to grow. Likewise, we will see an increase in meaningful partnerships between criminal justice agencies and social service agencies, the faith community, and community organizations, all designed to promote public safety and to assist in the reintegration of those offenders serious about living in harmony with their fellow man.

*Higher Education.* There is much more colleges and universities could and should be doing in the criminal justice arena, and I believe that many are positioned to make the necessary adjustments to assume leadership roles in advancing the corrections profession, yet the changes will not be immediate.

First, they will do a better job of preparing students to enter the job market. Far too many students who graduate from college today are challenged to write a complete sentence without errors. Likewise, there is an overabundance of college graduates desiring a career in law enforcement or corrections who appear to have received poor advisement; they bring to the job interview little more than a degree in criminal justice. It is my hope that

in the near future no criminal justice student will be allowed to graduate from college without a strong minor, such as a relevant foreign language, English, computer science, or business.

Second, our institutions of higher learning will do a better job of working with correctional agencies and become more involved in agency-related research. A research agenda that informs practice and impacts policy benefits the entire criminal justice system.

Third, colleges and universities, following the lead of Sam Houston State University and some few others, will do more in the area of providing professional development training to criminal justice practitioners.

Fourth, as the world grows smaller, as cultural barriers breakdown, and as impediments to crossing borders disappear, American colleges and universities will intensify efforts to reach out to criminal justice agencies and institutions of higher learning in other countries to establish cooperative relationships. These relationships will foster a better understanding of different cultures, promote the study of the causes and treatment of crime from a global perspective, and provide the opportunity for exchange programs.

And finally, it is my hope — perhaps an unrealistic one — that faculties at our colleges and universities will be comprised of servant leaders, who view as their mission to provide the best educational experience possible to their students and to serve as role models for the criminal justice leaders of the future.

*Performance-based Programming.* Twenty years after George Beto's presidential address at the Centennial Congress of Correction in Cincinnati, James Bonta and Paul Gendreau (1990) reaffirmed his views on the need for correctional practices to be supported by research in an article appearing in *Law and Human Behavior*, where they wrote:

When it comes to scholarly inquiry in the field of criminal justice, a pernicious tendency has been to invoke rhetoric over reality and affirm ideology over respect for empirical evidence.

I believe the day will come when correctional agencies, with or without the help of academia, will, out of necessity, embrace only those programs and strategies that are supported by research. More specifically, the programs and practices they continue will be compatible with the principles of the current "what works" agenda:

- 1) a clear model with sufficient evidence to justify it;
- 2) targeting criminogenic needs;
- 3) appropriate dosage;
- 4) responsibility;
- 5) effective methods and standards;
- 6) skills-oriented activities;
- 7) assessment and offender selection;
- 8) case management from a global perspective;
- 9) monitoring for quality control and evaluation; and
- 10) the need to maintain the integrity of the program design for the purpose of replication (Home Office, 1999; Shearer, 2003).

While I support the "what works" initiative — because it makes sense and because it is not just another undocumented correctional fad — I am troubled that it may run aground be-

cause some of its advocates don't fully understand it and cannot adequately explain it. And the quickest way for a good program to fail is to have an inept person, or the wrong person, trying to sell it (Beto and Broselow, 2003).

Another hurdle evidenced-based practices must clear is the "quick fix" mentality prevalent in many legislative bodies; to be successful, the "what works" agenda will require a long term commitment by lawmakers and practitioners. Finally, it will require substantial and sustained funding.

Lessons can be learned from our colleagues with the National Probation Service for England and Wales, who have done an excellent job of thoughtfully and methodically developing a "what works" agenda that has substance and the ability to prevail over time.

*Correctional Leadership.* This is, perhaps, the most troubling prediction for me, because I long for the "golden days" of corrections when the visionary leaders of the 1900s — Sanford Bates, E. R. Cass, Joseph E. Ragen, Arthur T. Prasse, Richard McGee, George J. Beto, Sanger Powers, Kenyon J. Scudder, James V. Bennett, Austin McCormick, Walter Dunbar, O. B. Ellis, Gervase Brinkman, Charles W. Hawkes, Peter Lejins, Parker Hancock, and others — skillfully crafted correctional policy. Unfortunately, over the past several decades we have witnessed the responsibility for developing criminal justice policy shift from visionary correctional leaders to well-meaning amateurs unduly influenced by persons occupying corporate boardrooms (see Beto, 1971; DiIulio, 1987). And as a result, we will see a continuation of corrections' momentum down the slippery slope of privatization.

With the absence of the giants of corrections, and with most of my contemporaries approaching retirement age, I find little to comfort me when contemplating the next generation of leaders, due in part to corrections' failure to realistically engage in strategic planning and succession management. While some still exist, true correctional leaders are becoming an endangered species.

In a letter to Robert Hooke, Sir Isaac Newton wrote: "If I have seen further it is by standing on the shoulders of giants." With the departure of most of the correctional giants, on whose shoulders will the next generation of correctional practitioners stand? The question has no empirical answer.

### Conclusion

The random predictions found herein present a mixed bag — ranging from doomsday scenarios to hopeful anticipation. They may or may not come true; that is the folly of making predictions. In the final analysis, what will come to pass will be influenced by the occurrence of significant events and the leadership some may provide.

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A shorter version of this article appeared in the January/February 2004 issue of *Crime and Justice International*. It was part of several articles dealing with the future of the criminal justice system.

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## A MULTICULTURAL TRAINING CURRICULUM FOR PROBATION OFFICERS

by

Patricia Ann King, Ph.D., L.P.C.  
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DelMar College  
Corpus Christi, Texas

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

One goal of a recent study was to assess the primary curriculum elements necessary to train probation officers in multicultural awareness. To accomplish this, 72 adult probation officers were surveyed in a probation department in Texas to identify their training preferences. The surveyed department consisted of 69% Hispanic officers. In addition, a thorough literature review was undertaken to discover the types of training that were offered to criminal justice professionals in other areas of the system (e.g., police officers and court officials). Information garnered from these two sources was utilized to provide an outline of a model multicultural curriculum for probation officers (King, 2003). "Multicultural" refers to interactions between minority ethnic and racial groups in the United States and those from the dominant European-American culture. Gender issues are typically included as appropriate for training, but they were not the main focus of this particular research.

Prior to training, preliminary considerations must be addressed to ensure that training is successful. Glover (1995) offers a number of suggestions for implementing diversity training with court personnel. She suggests that these training programs should be planned by a diverse group who can provide a broader range of experiences, expertise, and positions. She urges the use of structured learning activities including information sharing, videotapes, and group discussions. Confidentiality is also vital. Employees must be confident that anything they share will stay within the group. Glover states that training should focus on the "95% of participants who are willing to learn and who are open to new experiences and ideas that are introduced by the training, rather than the 5% of participants who are fearful, suspicious, or cynical" (1995: 45). Furthermore, the instruction should highlight the present and the future, as opposed to past grievances. In the right environment, diversity issues can be incorporated into many facets of daily work.

Other training issues that must be considered before a program can be launched include how the program is to be implemented, its duration, skill level of the participants, type of audience, and size of the class (Glover, 1995). All participants need, at minimum, an introductory session before more advanced topics are introduced. Glover (1995) maintains that programs less than four hours in length are unlikely to be adequate because participants need sufficient time for discussion and feedback. Follow-up programs should be used to teach participants new skills based on previous training. Finally, Glover (1995) recommends small class sizes composed of either employees or supervisors. She states that mixing the two groups may foster mistrust.

the study will provide some encouragement to meet the need for training and a model curriculum for training.

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Table I

### Recommended Critical Components of a Diversity Training Program

| Components   | Endorsements  |
|--|---|
| Culture, Ethnicity and Race                            | American Psychological Association (2003)<br>Brym and Lie (2003)<br>Bureau of Justice Assistance (2003)<br>Tarver, Walker and Wallace (2002)<br>Van Wormer (1997) |
| Diversity Information                                  | American Psychological Association (2003)<br>Brym and Lie (2003)<br>Bureau of Justice Assistance (2003)<br>U.S. Census Bureau (2001)                              |
| Awareness of Prejudice and Discrimination              | American Psychological Association (2003)<br>Bureau of Justice Assistance (2003)<br>Locke and Fautbert (2003)<br>Myers (1996)<br>Fiske (1998)                     |
| Culture Specific Information                           | Brym and Lie (2003)<br>Donziger (1996)<br>Locke and Fautbert (2003)<br>Tarver, Walker and Wallace (2002)<br>Van Wormer (1997)                                     |
| Communication Skills for Culturally Effective Contacts | Bureau of Justice Assistance (2003)<br>Tarver, Walker and Wallace (2002)  |
| Legal Issues   | Tarver, Walker and Wallace (2002)   |

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## DIRECTOR-GENERAL OF THE NATIONAL PROBATION SERVICE FOR THE UNITED KINGDOM ADDRESSES NAPE AND APPA

by

Donald G. Evans  
President  
Canadian Training Institute  
Toronto, Ontario

Eithne Wallis, Director-General of the National Probation Service for England and Wales participated in the Annual Training Institute hosted by the American Probation Parole Association in Cleveland, Ohio, on August 23-25, 2003. Her first presentation was to the National Association of Probation Executives at the Annual Awards Breakfast.

In her address she focused on the issue of leadership and power of leadership in managing change. Addressing the fact of the UK's embracing of "what works" in the practice of probation she expanded this concept to a consideration of "what works" in organizations. She discussed the need to develop and cultivate cutting edge organizations in which to embed the "what works" practice agenda. We need, she said, to be clear about the success factors of a healthy organization as we are about effective offender interventions. Wallis reminded the probation executives in the audience that leadership is a function of place and time. She then briefly outlined the circumstances facing probation in the UK that led to the creation of the national service. Wallis attributed the threat to probation's existence to a failure of leadership. She noted that UK probation had failed to develop:

- an effective practice strategy that was results driven;
- financial and business acumen;
- political skill; and
- investments in staff (the service had both expected too little and too much).

Wallis concluded her address by noting that leadership is the ability to inspire ordinary people to do extraordinary things.

The next day, Director Wallis delivered the keynote address at the opening session of the American Probation and Parole Association's Annual Training Institute. Her address centered on the need to develop a strong, effective organization that supplies the support necessary for cutting edge probation practice. Two major targets were created for the National Probation Service and specific dates were set for their achievement. Wallis expressed these targets by noting that by 2004 the Service would establish itself as a world leader in designing and implementing offender assessment and supervision programs that effectively reduce re-offending and improve public safety and secondly, that by 2006 they will be able to demonstrate the levels of organizational excellence that will earn the Service recognition as a top performing organization. To meet these targets requires considerable change in the way the Service thinks about and does the work of probation. She noted how difficult change can be on an organization and its people. Successful change, she said, is about courage and staying power. Wallis then outlined the drivers for change in the UK probation service that included pressures external to the Service, the fact that probation was in

danger of being dissolved and the lack of any evidence-base for probation practice. Another issue related to finding a solution to the problem she called "justice by geography and personality," in other words the need to have service delivery depend less on where you lived and whom you dealt with.

The very specific question was asked: Do you need a probation service? The answer, after consultations and various reviews and studies was a resounding yes, but with changes in approach and organization. The result was the development of a National Probation Service for England and Wales. The main levers for change were:

- legislative action that created the National Service;
- a major redesign of the organizational structure of the service; and
- development of an evidence-based probation practice.

In her discussion of the specific aims of the newly formed National Probation Service, Wallis outlined the following as guiding the focus of the service:

- public protection as a major goal of the service;
- appropriate punishment for offenders in the community;
- reduction of offender re-offending;
- provision of programs for offender rehabilitation;
- service for victims of crime and ensuring offender awareness of the effects of their crimes on victims; and
- the rule of law to be applied equally to and work equally for all.

She also discussed the nine basic challenges or necessary changes that will be required to develop a world-class probation service. These nine areas have been turned into "stretch" objectives for the National Probation Service. The objectives are as follows:

- More accurate and effective assessment and management of risk and dangerousness. To date the Service has developed and implemented the new Offender Assessment Systems (OASys) and improved the management and oversight of potentially dangerous offenders by the establishment of the Multi-Agency Public Protection Arrangements and through sharing intelligence with the police.
- More involvement of victims of serious sexual and violent crime. Probation will provide information

about the release from custody process to victims and families of victims of the serious crimes where the sentence exceeds one year of imprisonment. Probation will also hear directly from the victims about impact of the crime on them and take this information into account in any assessment of risk and dangerousness and in any release planning.

- Development of programs that have a demonstrated record in reducing re-offending. Currently the service has developed programs based on cognitive behavioral approaches. There are also programs for impaired drivers, prolific offenders and are in the process of developing an improved case management system.
- Early intervention efforts with youth to discourage them from a life of crime. The major effort here is to determine means to apply the What Works Strategy to young adult offenders.
- Prompt and effective enforcement of community sanctions and conditions of release. This objective goes to the heart of proper punishment of offenders and the rule of law in upholding judicial and parole board authority. New efforts will include an extension of electronic monitoring and home detention programs.
- Providing courts with good information and effective pre-trial services. The Service is finding ways to improve communication and information with the sentencing judges.
- Valuing and achieving diversity in the probation service and the services it delivers. Efforts to increase accessibility and to improve acceptability to the Service

and the programs that are offered to diverse client and offender groups are underway in the Service.

- An emphasis on building an excellent organization that will be recognized as world class. The key here is leadership and the ability to invest in staff. There has also been a commitment to an enhanced information systems and information technology.
- Developing an effective performance management framework to evaluate programs and service objectives. The National Probation Service is following the framework laid out in the European excellence model that has been adopted by the public service in the United Kingdom. Practical efforts include monthly national performance reports and linking budgets to performance. To assist with the drive towards excellence the Service has established performance improvement action teams.

Wallis noted that the vision driving the newly structured Service was one that would see fewer victims and less revictimization, less crime, enhanced public protection with reduced fear of crime by citizens. She closed the session by noting the need for the organization and its leaders to be hawk-like in their leadership, that is to have strength to aim high, view the organization from above, spot opportunities and swoop down quickly to make important gains and advances.

The reaction of the approximately 1100 participants was positive to Wallis' message of an evidence-based probation practice supported by an effective, cutting edge organization.

## NAPE/CCIA Award *Arthur Neu Award* For Exceptional Policy Development

Arthur A. Neu served 32 years in the Army JAG Corps and returned to Iowa to practice law. Neu served in the Iowa State Senate from 1967-1972, and as Lieutenant Governor of Iowa from 1973-1979 when he played a historic role. He served on the Iowa Board of Regents 1979-1985 and currently serves on the Iowa Board of Corrections. He has also served as City Attorney and Mayor of Carroll, Iowa and as an attorney for several school districts.

In 1976 while serving as Lieutenant Governor, Arthur Neu showed great leadership and vision when he supported and guided Iowa's innovative and strong Community Based Corrections Act through the Iowa Legislature.

At the time his leadership was unselfish for an elected official but through the ages of time it epitomizes what leadership is all about in crafting and supporting effective public policy. It is this type of leadership from elected officials that this award will recognize in the future.

**Eligibility:** The National Association of Probation Executives and the Community Corrections Improvement Association jointly present this award to an elected official who has demonstrated exceptional understanding and support for probation practices and has provided value added activity or service to the profession in their official capacity.

**Nomination:** Nominations will be accepted from a NAPE represented department and must be approved by the Director and/or the Board of Directors for that department.

The nominee must have achieved an outstanding event during the year or championed a specific cause over a period of time.

**Selection:** The NAPE awards committee and a representative of CCIA will review all nominations and will select the award recipient.

**Presentation:** This award will be presented each year at the NAPE Annual Awards Breakfast.

**Award:** The award recipient will receive an individual wall plaque displaying the name of the award, the recipient's name, and the date of the award. CCIA will also provide a \$500.00 contribution to the official charity (501.c.3) selected by the award recipient.

Nominations for this award, as in the case of the Executive of the Year Award, should be sent to Christie Davidson.

## NAPE/CCIA Award *William Faches Award* For Exceptional Community Service

William Faches served as the Linn County Attorney from 1965-1974. He truly believed that obtaining justice was the primary outcome and strove for justice and equality for all citizens. He was a founder of the Sixth Judicial District Department of Correctional Services in Cedar Rapids, Iowa.

In 1978 he was appointed to the Board of Directors as a judicial Appointee and was elected President of the Board on January 26, 1978. He continued in that capacity until his death in July of 2000 and never missed a board meeting. He was a recipient of the Civil Libertarian award from the Iowa Civil Liberties Union (1974), the Iowa Governor's Award for Volunteerism (1986 & 1990), and the Iowa Corrections Association Citizen of the Year Award (1980). On May 20, 1992, the Administrative Office Building for the Sixth Judicial District Department of Correctional Services was named in his honor.

Bill epitomized what volunteer leadership and vision is all about by giving generously of his time and talents to make his community a safer and more just place for all people to live.

**Eligibility:** The National Association of Probation Executives and the Community Corrections Improvement Association jointly present this award to a volunteer, member of a board of directors or advisory board, or another who has demonstrated exceptional community service which provided value added activity or service to the organization or community that they have served.

**Nomination:** Nominations will be accepted from a NAPE represented department and must be approved by the Director /or the Board of Directors for that department.

The nominee must have achieved an outstanding event during the year or championed a specific cause over a period of time.

**Selection:** The NAPE awards committee and a representative of CCIA will review all nominations and will select the award recipient.

**Presentation:** This award will be presented each year at the NAPE Annual Awards Breakfast.

**Award:** The award recipient will receive an individual wall plaque displaying the name of the award, the recipient's name, and the date of the award. CCIA will also provide a \$500.00 contribution to the official charity (501.c.3) selected by the award recipient.

Nominations for this award, as in the case of the Executive of the Year Award, should be sent to Christie Davidson.

## NAPE/CCIA Award *George M. Keiser Award* For Exceptional Leadership

George Keiser began his career in the Iowa Corrections system while attending school at the Iowa State University. He worked as a Correctional Officer, an Institutional Counselor, a Case Worker on a Psychological Unit, as Superintendent of the State Reformatory for Women, and Chief of the Bureau of Correctional Institutions. In 1973 while in graduate school at Iowa, he began working in community corrections. He served seven years with the Iowa Corrections Department as Program Planner, Program Administrator, and Deputy Director of the Iowa Division of Community Correctional Services.

George was one of the authors of the "Iowa Community Corrections Act" which created multi-county public community corrections agencies governed by boards of directors. He also served as a Technical Advisor to the Iowa Crime Commission on the subject of community corrections.

George left Iowa for a position with the National Institute of Corrections, United States Department of Justice, where he has been the Chief of the Community Corrections Division since 1983, managing a public sector consulting/training service for state and local agencies. For almost thirty years George has provided leadership and vision to community corrections throughout the country.

**Eligibility:** The National Association of Probation Executives and the Community Corrections Improvement Association jointly present this award to an administrator, manager, or supervisor who has demonstrated exceptional leadership under challenging conditions which provided value added activity or service to the organization or community that they serve.

**Nomination:** Nominations will be accepted from a NAPE represented department and must be approved by the Director and/or the Board of Directors for that department.

The nominee must have achieved an outstanding event during the year or championed a specific cause over a period of time.

**Selection:** The NAPE awards committee and a representative of CCIA will review all nominations and will select the award recipient.

**Presentation:** This award will be presented each year at the NAPE Annual Awards Breakfast.

**Award:** The award recipient will receive an individual wall plaque displaying the name of the award, the recipient's name, and the date of the award. CCIA will also provide a \$500.00 contribution to the official charity (501.c.3) selected by the award recipient.

Nominations for this award, as in the case of the Executive of the Year Award, should be sent to Christie Davidson.

## NATIONAL ASSOCIATION OF PROBATION EXECUTIVES 2004 ELECTIONS

In March members of the National Association of Probation Executives will be called upon to exercise their right to select officers who will lead the organization for the next two years, commencing July 1, 2004.

Information on candidates in contested races may be found below. The information contained herein was provided by the candidates.

All candidates are or have been professionally active in their respective states; in addition, the candidates are or have been involved in organizations peculiar to the community corrections profession. Moreover, most candidates have served as consultants in matters relating to juvenile justice, criminal justice, and the delivery of human services. As a result of these common characteristics, only a brief sketch of each candidate, focusing on very specific information, is provided herein. The candidates are listed in alphabetical order by position sought.

### PRESIDENT

**Candidate:** **Richard A. Kipp**  
**City and State:** Wescosville, Pennsylvania  
**Education:** BA, Iona College, New York, 1975  
 MSW, Maryland University, Pennsylvania, 1981  
 Doctoral student, University of Phoenix.  
**Current Position:** 1997-2003: Member, Pennsylvania Board of Probation and Parole (retired).  
 1977-1997: Chief of Probation, Lehigh County Department of Adult Probation and Parole, Allentown, Pennsylvania (retired).  
 1976-1977: Juvenile Probation Officer, Lehigh County Juvenile Probation Department, Allentown, Pennsylvania.  
**NAPE Involvement:** Former Executive Committee Member  
 Former Faculty Member, Executive Development Program.  
**National Elected Offices:** None reported.  
**National Recognitions:** Sam Houston State University Executive of the Year Award, National Association of Probation Executives.

**Candidate:** **Cheryl K. Townsend**  
**City and State:** Phoenix, Arizona  
**Education:** BA, Rockford College, Illinois, 1973  
 MPA, Southern Methodist University, Texas, 1982  
 MBA, University of Texas at Austin, Texas, 1993  
**Current Position:** Chief Juvenile Probation Officer/Director of Juvenile Court Services, Maricopa County, Phoenix, Arizona, 1996 to present.  
**Previous Employment:** 1989-1995: Director of Community Services, Texas Youth Commission, Austin, Texas.  
 1987-1989: Director of Victim/Witness Assistance Division, Travis County District Attorney's Office, Austin, Texas.  
 1975-1987: Various positions with the Texas Youth Commission, including Community Resource Specialist and Parole Supervisor in Dallas, Texas, and Administrator of Halfway Houses, Administrator of Residential Contract Programs and Parole, and Administrator of Contract Services in Austin, Texas.  
**NAPE Involvement:** Member, Executive Committee  
 Faculty Member, Executive Development Program.  
**National Elected Offices:** Commissioner, Commission on Accreditation for Corrections, American Correctional Association  
 Former Member, Delegate Assembly, American Correctional Association.  
**National Recognitions:** Sam Houston State University Executive of the Year Award, National Association of Probation Executives  
 Juvenile Court Administrator Award, National Juvenile Court Services Association.

**MID-ATLANTIC REGION DIRECTOR**

**Candidate:**  
**City and State:**  
**Education:**

**Current Position:**

**Previous Employment:**

**NAPE Involvement:**

**National Elected Offices:**

**National Recognitions:**

**Rocco A. Pozzi**  
 Yorktown Heights, New York  
 BS, Pennsylvania State University, Pennsylvania, 1973  
 MPA, Temple University, Pennsylvania, 1981  
 Commissioner, Westchester County Department of Probation, White Plains, New York, 1989 to present (also holds the dual position of Commissioner, Westchester County Department of Correction, White Plains, New York).  
 1985-1989: Deputy Chief Probation Officer, Philadelphia County Adult Probation Department, Philadelphia, Pennsylvania.  
 1973-1985: Various positions with the Philadelphia County Adult Probation Department, Philadelphia, Pennsylvania, including Adult Probation Officer and Supervisor.  
 Faculty Member, Executive Development Program  
 Member, Reinventing Probation Council.  
 Former President, American Probation and Parole Association.  
 Sam Houston State University Executive of the Year Award, National Association of Probation Executives  
 Walter Dunbar Memorial Award, American Probation and Parole Association.

**Candidate:**  
**City and State:**  
**Education:**

**Current Position:**

**Previous Employment:**

**NAPE Involvement:**

**National Elected Offices:**

**National Recognitions:**

**John R. Tuttle**  
 York, Pennsylvania  
 BA, Thiel College, Pennsylvania, 1978  
 MA, Pennsylvania State University, Pennsylvania, 1991  
 Director of the Office of Probation and Parole Services, Pennsylvania Board of Probation and Parole, 2002 to present.  
 2000-2002: Central Region Director, Pennsylvania Board of Probation and Parole.  
 1997-2000: Chief Adult Probation Officer, York County Probation Department, York, Pennsylvania.  
 1978-1997: Various positions with the York County Probation Department, York, Pennsylvania, including Probation Officer and Supervisor.  
 Participant, Executive Development Program.  
 None reported.  
 None reported.

**AT-LARGE DIRECTOR**

**Candidate:**  
**City and State:**  
**Education:**  
**Current Position:**

**Previous Employment:**

**NAPE Involvement:**

**National Elected Offices:**

**National Recognitions:**

**Candidate:**  
**City and State:**  
**Education:**

**Current Position:**

**Previous Employment:**

**Daniel R. Craig**  
 Waterloo, Iowa  
 BS, Upper Iowa University  
 Director, First Judicial District Department of Correctional Services, Waterloo, Iowa, 2002 to present.  
 2000-2002: Assistant Deputy Director, Iowa Department of Corrections.  
 1985-2000: Various positions with the First Judicial District Department of Correctional Services, including service as Residential Advisor, Lead Residential Advisor, Residential Counselor, Residential Treatment Supervisor, and Residential Manager at the Waterloo Work Release Facility and Residential Facility.  
 Participant, Executive Development Program.  
 None reported.  
 None reported.

**Ernest H. Gravatt**  
 Salem, Indiana  
 BA, Emory and Henry College, Virginia, 1963  
 MEd, University of Virginia, 1967  
 Chief Probation Officer, Washington County Probation Department, Salem, Indiana, 1984 to present.  
 1978-1990: Owner of Druther's Restaurant, Salem, Indiana.  
 1969-1978: Assistant Director of Special Education and Principal of Alternative School, Jefferson County School System, Louisville, Kentucky.  
 1968-1969: Assistant Director of Special Programs, Chattanooga Public Schools, Chattanooga, Tennessee.

1967-1968: Coordinator of Special Programs, Aiken School District, Aiken, South Carolina.  
 1963-1967: Teacher of Special Education, Prince William County School System, Prince William, Virginia.  
 Member.  
 Former Member, National Board of Directors, Council for Exceptional Children.  
 None reported.

**NAPE Involvement:**  
**National Elected Offices:**  
**National Recognitions:**

**Candidate:**  
**City and State:**  
**Education:**

**Current Position:**

**Previous Employment:**

**NAPE Involvement:**

**National Elected Offices:**

**National Recognitions:**

**Martin J. Krizay**  
 Yuma, Arizona  
 BS, Arizona State University, Arizona, 1980  
 MA, University of Phoenix, Arizona, 1991  
 Chief Adult Probation Officer, Yuma County Adult Probation Department, Yuma, Arizona, 1992 to present.  
 1980-1992: Various positions with the Maricopa County Adult Probation Department in Phoenix, Arizona, including Deputy Adult Probation Officer, Unit Supervisor, User Relations Liaison, and Project Manager.  
 Faculty Member, Executive Development Program.  
 None reported.  
 None reported.

**ELECTED CANDIDATES**

As a result of several positions for office being uncontested, a single vote was cast for the unopposed candidates by the Association's Secretary in accordance with the Association's by-laws, thus electing them to office, effective July 1, 2004. Each will serve a two year term. Those elected to the uncontested offices are as follows.

**VICE PRESIDENT**

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

**SECRETARY**

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

**TREASURER**

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

**NEW ENGLAND REGION DIRECTOR**

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

**SOUTHERN REGION DIRECTOR**

**Eddie Gonzalez**, Director, Nueces County Community Supervision and Corrections Department, Corpus Christi, Texas. Mr. Gonzalez is new to this position.

**CENTRAL REGION DIRECTOR**

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

**WESTERN REGION DIRECTOR**

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

## NEWS FROM THE FIELD

## BAILEY RETIRES IN HARRIS COUNTY

**Elmer Bailey**, the Executive Director of the Harris County Juvenile Probation Department in Houston, Texas, retired at the end of 2003 after leading the once-troubled department back to stability in the eyes of state and local officials.

Bailey, age 54, who earned a bachelor's degree in criminal justice from Sam Houston State University and a master's degree from the University of Houston at Clear Lake, had been with the department for 32 years; for the past eight years he has served as Executive Director. The board voted to replace Bailey with **Harvey Hetzel**, who has served as the department's Assistant Director, on January 1, 2004.

"We hate to lose Elmer," said Harris County Judge **Robert Eckels**, who chairs the Juvenile Board. "Elmer has been a tremendous asset to the community. The department has become much more professional and has more support of the Juvenile Board and Commissioners Court for new buildings and programs."

"When he took over, we had been in a period of a lot of problems, a lot of chaotic conditions in the probation department," said Juvenile Justice **Kent Ellis**, Vice Chairman of the Juvenile Board. "He brought really good stability to the system, and basically he brought us a lot of solutions instead of a lot of problems. I feel like he did a great job all the time he was there."

During his tenure, Bailey expanded facilities, developed new programs, empowered employees, and stressed the delivery of quality services to a troubled population.

Working closely with the Harris County Sheriff's Department and the Harris County Community Supervision and Corrections Department, Bailey was one of the driving forces behind Project Spotlight, and innovative police-probation partnership. When state funding dried up after four years, Bailey successfully sought out an alternate revenue source to keep a modified Project Spotlight initiative in place.

In addition to his work in Harris County, Bailey is recognized as a juvenile justice leader in Texas and nationally. He is a past President of the Texas Corrections Association and has served on the Board of Directors of the Texas Probation Association and the Texas Institute for Children and Youth. In addition, he was a member of the Texas Reinvigorating Probation Strategy Group and served on the Advisory Board of the Texas Probation Training Academy. He has also been instrumental in the development and delivery of the highly successful Mid-Management Leadership Program offered by the Correctional Management Institute of Texas.

"Elmer Bailey, through his vision, dedication, and knowledge, has made a significant contribution to the community corrections profession," said **Dan Richard Beto**, Executive Director of the Correctional Management Institute of Texas. "With his retirement there will be a substantial void in the juvenile justice arena. We all owe him a debt of gratitude for his work on behalf of the children of Texas."

## IARIA MOVES TO SAN DIEGO COUNTY

In November 2003, **Vincent Iaria**, formerly the Director of the Suffolk County Probation Department in New York, was named Chief Probation Officer of the San Diego County Probation De-

partment in California. The appointment of Iaria was made by the Board of Supervisors and confirmed by the Superior Court. "We are fortunate to have such a respected and innovative nationally known leader to oversee the county's probation department," said Board of Supervisors Chairman **Greg Cox**.

Iaria began his career as a probation officer with Suffolk County more than three decades ago and headed the department for the past twelve years. He is credited with finding a site for and leading the design team of that agency's first juvenile detention facility, soon to be under construction. He also obtained funding for one of the first drug courts in New York and opened a state-of-the-art day reporting center.

The veteran probation administrator assumed his new position in December, replacing **Alan Crogan**, who retired in July. The San Diego County Probation Department includes 1,535 staff members and a \$147.6 million operating budget. One of the Department's key milestones will be the completion of San Diego County's new East Mesa Juvenile Detention Facility, to be opened in 2004.

## RICKAWAY TAKES OVER IN BRAZORIA COUNTY

In February 2004, NAPE member **Caroline Rickaway** became the Director of the Brazoria County Community Supervision and Corrections Department in Angleton, Texas. She replaced longtime probation administrator **Lawrence T. Jablecki**, who retired.

Rickaway, who earned her bachelor's degree in psychology from Sam Houston State University, started her criminal justice career in 1980 as an adult probation officer in Brazoria County. She moved up the ranks and was named Assistant Director in 1988, a position she held at the time of her most recent promotion.

Rickaway is active in a number of professional organizations and serves on several statewide committees that influence the delivery of probation services.

## NATIONAL RESOURCE CENTER FOR POLICE-CORRECTIONS PARTNERSHIPS FUNDED

The George J. Beto Criminal Justice Center at Sam Houston State University, which serves as the secretariat for the National Association of Probation Executives, has been awarded a quarter of a million dollar grant from the U. S. Department of Justice to create the National Resource Center for Police-Corrections Partnerships.

This grant will be administered by **Dan Richard Beto**, Executive Director of the Correctional Management Institute of Texas, and **David Webb**, Assistant Director of the Law Enforcement Management Institute of Texas.

"The primary goal of this project is to deliver training and technical assistance in developing partnership frameworks for law enforcement and community corrections agencies in at least five regional locations in the United States," said Webb. "It is our hope that more law enforcement and probation and parole agencies will see the benefit of working partnerships as a means of reducing crime, increasing public confidence in the criminal justice system, and promoting public safety by increasing offender accountability in the community."

"Considerable expertise in the development of multi-agency partnerships in Texas has been gained in the past four years through Project Spotlight, an innovative program funded by the Governor's Criminal Justice Division," commented Beto. "The newly created National Resource Center for Police-Corrections Partnerships will take the good practices from the lessons learned in Texas together with the research base in law enforcement and community corrections cooperation to a national audience of practitioners."

As a deliverable of the grant, the National Resource Center for Police-Corrections Partnerships will conduct regional training for law enforcement and community corrections professionals throughout the United States. In addition, technical assistance will be provided to agencies committed to developing meaningful partnerships.

The Center will receive guidance from an advisory council. Initial members of the council include: **Steve Allendorf**, Sheriff of Jo Daviess County in Illinois; **Ronald P. Corbett, Jr.**, Executive Director of the Massachusetts Supreme Judicial Court; **Joanne Fuller**, Director of the Multnomah County Department of Community Justice in Oregon; **Robert K. Olson**, Chief of Police of Minneapolis, Minnesota; and **Cherylin K. Townsend**, Chief Juvenile Probation Officer for Maricopa County, Arizona. Corbett, Fuller, and Townsend are members of the National Association of Probation Executives, while Allendorf and Olsen are active in several law enforcement organizations.

"We are extremely pleased to have received this grant from the Justice Department," said **Richard H. Ward**, Dean and Director of the Criminal Justice Center. "As the threat to public safety intensifies due to heightened terrorist activities, it is vitally important that criminal justice and law enforcement agencies work together more effectively."

"The fact that Dan Beto and David Webb are managing this project, who together have close to 70 years of operational and administrative experience in law enforcement and corrections, and who have collaborated on several other initiatives, ensures its success," Ward added.

## TINSLEY TO RETIRE

NAPE member **Lawrence F. Tinsley**, Director of the Bell-Lampasas Counties Community Supervision and Corrections Department headquartered in Belton, Texas, has announced his retirement, effective June 2004. Following a distinguished military career that spanned two decades, Tinsley entered the community corrections profession in 1983 as a probation officer in Victoria, Texas. In 1988 he was named Assistant Director of the Victoria County Community Supervision and Corrections Department, a position he held until 1993, when he was named Assistant Director of the Community Justice Assistance Division of the Texas Department of Criminal Justice. In 1994 he joined the Bell-Lampasas Counties Community Supervision and Corrections Department as Assistant Director, and three years later he was named the department's Director.

Tinsley served as a member of the Texas Reinvigorating Probation Strategy Group and his department was selected as one of the pilot sites by the Manhattan Institute to implement "broken windows" probation.

**Eddie Gonzalez**, Director of the Nueces County Community Supervision and Corrections Department in Corpus Christi and who has worked closely with Tinsley on a number of projects,

said that "Larry has always been receptive to new ideas and has been a leader in the Texas reinventing probation movement; he will be missed."

## PARTNERSHIPS FOCUS ON DOMESTIC VIOLENCE

In 1841, **John Augustus**, a bootmaker in Boston, Massachusetts, introduced the practice of probation in the United States, thus changing the face of the criminal justice system forever. A hundred and fifty years later Boston was again the site of an innovative and effective public safety initiative — Operation Night Light. This initiative, which was subsequently replicated in jurisdictions throughout the United States, placed police and probation officers together as teams to target gang activities in high crime neighborhoods.

In 1999, Boston was again at the cutting edge when it was selected as one of three demonstration sites in the United States to participate in a five year Judicial Oversight Demonstration Initiative (JODI). Funded by the U. S. Department of Justice, JODI tests the idea that a coordinated community response to domestic violence — with a focused judicial response and a systematic criminal justice response — can improve victim safety and increase offender accountability. As in the case of Operation Night Light, this project found a home in the Dorchester District Court.

Domestic violence is a complex issue. When the criminal justice system intervenes in domestic violence cases, a number of agencies and departments become involved. In addition to civil, criminal, and family courts, agencies such as probation, batterer intervention programs, child protective services, law enforcement, victim advocacy organizations, district attorney's offices, and other legal and social service organizations are involved.

Success in reducing repeat offenses and ensuring victim safety in domestic violence cases depends largely on effective collaboration between these agencies, those seeking assistance, and the community at large. When there is an absence of collaboration, victims face an increased risk of repeat violence. It is generally agreed by practitioners that the most effective way to reduce domestic violence is a consistent and coordinated response from the community, along with a clear and immediate intervention from the judicial system for those who batter.

The Dorchester District Domestic Violence Court, in an effort to ensure victim safety and enhance offender accountability, aims to:

- provide victims with services that promote safety for them and their children, including information on how to successfully navigate the court system;
- identify high-risk offenders and remove them from the community and/or provide them with appropriate services to change their behavior; and
- identify offenders at risk of becoming domestic violence defendants and provide them with information and interventions.

Collaboration among the partner agencies is the cornerstone of the project. The JODI Advisory Board, comprised of representatives from each partner agency, is charged with continuously monitoring policies and practices and making changes as neces-

sary. JODI works with community based and culturally specific programs to strengthen informal community support networks to help victims, their children, people who are physically abusive, and families in general. Its partnership with culturally diverse programs helps fulfill JODI's commitment to the provision of services that are linguistically and culturally appropriate for the entire Dorchester community, including African Americans, Latino, Haitian, Vietnamese, and Cape Verdean communities.

Criminal justice partners in this initiative include the Dorchester District Court, Boston Police Department, Dorchester Division of the Massachusetts Probation Service, Suffolk County District Attorney's Office, United States Attorney's Office, and the Committee for Public Counsel Services.

Advocacy partners include the Asian Task Force Against Domestic Violence, Association of Haitian Women in Boston, Casa Myrna Vasquez, Inc., Center for Community Health Education, Research, and Service (CCHERS), and the Northeastern University School of Law's Domestic Violence Institute.

Partners representing the batterer intervention agencies include Common Purpose, Inc., and Transition House. Other community-based partners include Close to Home, Dorchester Community Roundtable, Inc., Boston Public Health Commission, and the Safe Havens Interfaith Partnership Against Domestic Violence.

The Dorchester District Court and the other two demonstration sites, one in Michigan and the other in Wisconsin, are working to implement a strong, data-driven research component to measure program impact. The key elements of the model include:

- uniform and consistent initial responses to domestic violence offenses, including pre-arrest policies, arrest of primary aggressor, and a coordinated response by law enforcement and victim advocates;
- coordinated victim advocacy and services, including contact by victim advocates immediately after the domestic violence call, and individualized safety plan for the victim and children, provisions of needed services such as shelters, protective orders, etc.;
- strong offender accountability and oversight, including intensive court-based supervision, referral to appropriate batterer intervention programs, and administrative and judicial sanctions and incentives to influence offender behavior; and
- rigorous research and evaluation component to gauge the initiative's impact on victims, offenders, the criminal justice system, and the community.

According to NAPE member **Bernard L. Fitzgerald**, Chief Probation Officer for the Dorchester Courts, he has eight probation officers assigned to this initiative, with each officer handling between 70 to 80 domestic violence cases. In addition to receiving intense supervision, each offender is required to attend a domestic violence program, one night a week for 42 weeks. Offenders are also required to return to court on a regular basis for a review by the presiding judge. Those who are complying with the program's conditions are praised; swift and sure corrective action is taken on those cases where violations have occurred.

As part of the initial response to assisting victims, there are now domestic violence advocates housed in area police stations.

**Sydney Hanlon**, First Justice of the Dorchester District Court and one of three judges involved in this demonstration project, advised she is pleased with the program's progress to date. She expressed high praise for the officers of the court, police officers, community activists, and treatment providers involved in this project, noting that they are working well together. She acknowledged that this initiative was not perfect, citing the need of additional programming resources, but quickly added that it was far superior to traditional probation supervision and treatment programs. Judge Hanlon suggested additional training for those involved in the project, especially in the areas of evidence collecting and mental health and drug treatment for women. She indicated that she believes the program outcome measures will reflect success.

The Dorchester Domestic Violence Court provides an excellent example of strategic alliances between criminal justice and social service agencies.

For additional information about this project, contact Bernard L. Fitzgerald, Chief Probation Officer, at <fitzgerald\_b@jud.state.ma.us> or Deirdre Kennedy, Project Director, at <kennedy\_d@jud.state.ma.us>. Both Fitzgerald and Kennedy may be reached at telephone number (617) 288-9500.

#### FITZGERALD LEAVES ARIZONA

**H. William Fitzgerald, III**, Chief Probation Officer for Yavapai County, Arizona, has been appointed Director of the Bexar County Community Supervision and Corrections Department in San Antonio, Texas. He replaced **L. Caesar Garcia**, who served in that position for 24 years before retiring on October 31, 2003.

**Sharon Macrae**, Judge of the 290<sup>th</sup> Judicial District in San Antonio, advised that Fitzgerald was the unanimous choice of Bexar County's nine criminal district judges. According to Macrae, there were 109 applicants for the position, including 14 officers from within the department and two former state district judges.

**Cherie Townsend**, Chief Juvenile Probation Officer for Maricopa County, Arizona, and Secretary of the National Association of Probation Executives, said that Fitzgerald is an extremely competent community corrections administrator who is well thought of in Arizona. She indicated that Texas probation leaders will find Fitzgerald "a wonderful person to work with."

#### FAITH INITIATIVE IN IOWA

On February 3, 2004, approximately 160 persons attended "Each One - Reach One," an ecumenical conference of individuals and communities of faith seeking to explore the possibilities of engaging in criminal justice ministries, was held at the First Lutheran Church in Cedar Rapids, Iowa. Other sponsors included: the First and Sixth Judicial Districts Department of Correctional Services; U. S. Attorney's Office for the Northern District of Iowa; Ecumenical Ministries of Iowa; United Methodist Task Force on Restorative Justice; Churches United of Linn County; Invest in Children; and the Episcopal Diocese of Iowa.

According to **Gerald R. Hinzman**, Director of the Sixth Judicial District Department of Correctional Services and a NAPE Board member, throughout the 17 counties of the First and Sixth Judicial Districts there are approximately 8,000 offenders under supervision; these people have many needs, including housing, employment, education and training, and developing supportive and pro-social relationships. While correctional professionals do

an excellent job of providing supervision, they lack the resources and time to provide everything necessary to successfully reintegrate these offenders back into their communities.

At the same time, victims of crime often feel isolated and unsupported by a community; victim advocates do what they can, but they cannot reach everyone who has been impacted by crime. Moreover, the community as a whole is fearful, while often ignoring its responsibility to establish community norms and create nurturing and healthy communities. Crime has been left to the "professional" to "fix," while it is actually a community concern requiring greater community involvement. There is much more that can be done to more fully support victims, those who offend, and the community in creating opportunities for healing, restoration, accountability, and full reintegration. And the faith community can play a significant role in making this happen.

As a result of these identified needs, this conference was held to explore the connection between faith, restorative justice, and taking action through a variety of voluntary criminal justice ministries, with specific introductory training for involvement in restorative justice programs with offenders, victims, and the community, noted NAPE member **Daniel R. Craig**, Director of the First Judicial District Department of Correctional Services.

Serving as the keynote presenter was **Lorraine Stutzman Amstutz**, Director of the Mennonite Central Committee's Office on Crime and Justice, who provides consulting and training for communities seeking to implement programs of restorative justice that specifically include a victim-offender mediation and conferencing component. In addition to hearing from a victim panel and an offender panel, participants attended concurrent workshop sessions devoted to such topics as family group conferencing/family team meetings, mentoring offenders, supporting crime victims, circles of support and accountability, restorative community service, victim-offender mediation/conferencing program, and the Alternatives to Violence Project.

**Mike Richmond** with the Sixth Judicial District Department of Correctional Services, coordinated this successful conference. Persons seeking additional information about this conference may reach him at (319) 398-3675.

#### MCKINNEY ANNOUNCES RETIREMENT

**Larry D. McKinney**, Director of the Hunt County Community Supervision and Corrections Department in Greenville, Texas, has announced his plans to retire. McKinney, who currently serves on the NAPE Board of Directors as the Southern Region Representative, retires following more than four decades of dedicated public service. McKinney, a graduate of North Texas State University, was an educator and child protective services worker before becoming a probation officer in Hunt County in 1980. He has served as Director of the department for the past ten years.

"Larry McKinney has been an innovative leader in Texas probation," said **Ron Goethals**, President of the National Association of Probation Executives. "His insights and guidance will be missed."

#### STATE OF THE UNION ADDRESS AND COMMUNITY CORRECTIONS

On January 20, 2004, President **George W. Bush** delivered his State of the Union address. While much of his speech was devoted to Iraq and the war on terrorism, toward the end of his

remarks President Bush addressed several domestic issues specifically relevant to community corrections professionals. Those selected remarks are as follows:

We are living in a time of great change — in our world, in our economy, and in science and medicine. Yet some things endure — courage and compassion, reverence and integrity, respect for the differences of faith and race. The values we try to live by never change. And they are instilled in us by fundamental institutions, such as families, and schools, and religious congregations. These institutions — the unseen pillars of civilization — must remain strong in America, and we will defend them.

We must stand with our families to help them raise healthy, responsible children. And when it comes to helping children make right choices, there is work for all of us to do.

One of the worst decisions our children can make is to gamble their lives and futures on drugs. Our government is helping parents confront this problem with aggressive education, treatment, and law enforcement. Drug use in high schools has declined by 11 percent over the past two years. Four hundred thousand fewer young people are using illegal drugs than in year 2001. In my budget, I have proposed new funding to continue our aggressive, community-based strategy to reduce demand for illegal drugs. Drug testing in our schools has proven to be an effective part of this effort. So tonight I propose an additional \$23 million for schools that want to use drug testing as a tool to save children's lives. The aim here is not to punish children, but to send them this message: we love you, and we don't want to lose you.

To help children make right choices, they need good examples. Athletics play such an important role in our society, but, unfortunately, some in professional sports are not setting much of an example. The use of performance-enhancing drugs like steroids in baseball, football, and other sports is dangerous, and it sends the wrong message — that there are short cuts to accomplishment, and that performance is more important than character. So tonight I call on team owners, union representatives, coaches, and players to take the lead, to send the right signal, to get tough and to get rid of steroids now.

It is also important to strengthen our communities by unleashing the compassion of America's religious institutions. Religious charities of every creed are doing some of the most vital work in our country — mentoring children, feeding the hungry, taking the hand of the lonely. Yet government has often denied social service grants and contracts to these groups, just because they have a cross or a Star of David or crescent on the wall. By executive order I have opened billions of dollars in grant money to competition that included faith-based charities. Tonight I ask you to codify this into law, so people of faith can know that the law will never discriminate against them again.

## Executive Exchange

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

Family dynamics, drugs, juvenile delinquency, the delivery of social services, and offender reintegration are issues addressed by community corrections daily.

### NEW MEMBERS

Since the last issue of *Executive Exchange* was published, several probation administrators have joined the Association. New members include:

**Paul Donnelly**, Director, Harris County Community Supervision and Corrections, 49 San Jacinto, Houston, Texas 77002.

**Tim D. Hardy**, Director, Yuma County Juvenile Court, 2440 West 28<sup>th</sup> Street, Yuma, Arizona 85364.

**Karen Herkelman**, Assistant Director, 1<sup>st</sup> Judicial District Department of Correctional Services, P. O. Box 4030, Waterloo, Iowa 50704.

**Sally Kreamer**, Assistant Director, 5<sup>th</sup> Judicial District Department of Correctional Services, 1000 Washington, Des Moines, Iowa 50314.

**Michael W. Nail**, Division Director, Georgia Department of Corrections, 2 MLK, Jr. Drive, East Tower, Room 954, Atlanta, Georgia 30334.

**John Pizarro**, Chief, Adult Supervision Services, Probation Division, New Jersey Administrative Office of the Courts, 171 Jersey Street, Trenton, New Jersey 08625.

**Caroline Rickaway**, Director, Brazoria County Community Supervision and Corrections Department, P. O. Box 1300, Angleton, Texas 77516.

**Ken Smid**, Assistant Director, 5<sup>th</sup> Judicial District Department of Correctional Services, Building 66, Gruber Street, Des Moines, Iowa 50315.

**Don Travis**, Chief Probation Officer, Howard Circuit Court Juvenile Probation Department, 701 South Berkley Road, Kokomo, Indiana 46901.

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

## INNOVATIVE TECHNOLOGIES FOR COMMUNITY CORRECTIONS FOCUS OF UPCOMING CONFERENCE

The National Law Enforcement and Corrections Technology Center – Rocky Mountain (NLECTC), a program of the National Institute of Justice, is hosting a conference focusing on Innovative Technologies for Community Corrections at the Fairmont-Copley Hotel in Boston, Massachusetts, from June 14-16, 2004. There is a \$150.00 charge for the two and a half day conference, which covers meals provided during the conference. Attendees will be responsible for their transportation and lodging.

More than 300 professionals from all areas of community corrections are expected to attend this conference, the fifth of its kind in as many years.

Community corrections professionals can take advantage of 32 educational sessions in four major topic tracks:

- Advances in Drug and Alcohol Testing
- Advances in Electronic Monitoring of Offenders
- Innovative Use of Information Technologies
- Technology Issues for the Manager

Exhibitors will also be on hand to demonstrate and display their products and services. For more information and registration packets, please contact **Joe Russo** at (800) 416-8086.