

# National Association of Probation Executives EXECUTIVE EXCHANGE

ISSN 1075-2234

FALL 2013

## PRESIDENT'S MESSAGE

This is my next to last message to membership as NAPE President. For those who attended NAPE events in Baltimore this past July, thank you for your presence, support, and participation. As follow up, I wish to share with you some key issues raised at the Board of Directors meeting held on July 28th.

A key concern, which was recognized and discussed at our meeting, was the Association's decline in membership.

Membership totaled 223 in 2011, declined to 198 in 2012 and further dipped in 2013 to a low of 170 memberships, a 31% drop. A key factor in the membership reduction total is the reality that the Executive Orientation Program is no longer feeding new members into the Association. While similar organizations such as NAPE on national and state levels are experiencing similar reductions in membership, such news is of little consolation. How does NAPE counter this turnaround?

I strongly challenge NAPE membership to reach out within their respective systems and networks to attract new members. All this takes is a phone call or a brief personal conversation to recruit and encourage new members to recognize the values and benefits of NAPE membership. The membership charge is especially relevant to new and emerging leaders within our field since younger executives have proven less likely to join professional organizations. NAPE needs to boldly address that trend. As a response, board members agreed to recruit a minimum of three new NAPE members prior to the 2014 meeting. In regard to the fifty-three members, who have left the NAPE fold within the past two years, I plan to personally contact them, with Christie's help, to seek their reengagement with our association.

Another concern which emerged at the Baltimore meeting was the declining interest in awards. This is a trend, which has been growing in recent years, and I, for one, am



befuddled by the pattern. During my chief probation officer days, I was a very visible advocate for employee recognition on all levels. In a tough and challenging profession, which is frequently misunderstood and undervalued, employee recognition is paramount. If we do not recognize and applaud our own, who will? In recent years, there has been a dearth of nominations, and this trend needs to change. In that spirit, the Board challenged itself so that every board

member provides at least one nomination for the upcoming 2014 awards. Award nominations are not the province of the Board; on the contrary, nominations are encouraged from all NAPE members. The process is easy and takes little time providing we better embrace the value and power of collegial recognition. You will hear more from me on this issue as the awards process commences early next year.

Discussion was also held regarding *Executive Exchange* and the decline in recent years of articles submitted by practicing probation executives. No one is requesting a doctoral dissertation or a grant applica-

tion. Articles need not be lengthy, but they do need to be pragmatic and utilitarian to our profession. Many times the article has already been written on the local level, and with little if any editing, it can easily be submitted for *Executive Exchange* consideration. I will lead by example here as there are at least two articles I plan for submission prior to mid-2014. Articles should be submitted to *Executive Exchange* Editor Dan Richard Beto electronically at [probation.executives@gmail.com](mailto:probation.executives@gmail.com).

It isn't all doomy and gloomy. NAPE vice-president Ron Schweer and I have been active participants with the National Institute of Corrections establishment of a Community Corrections Collaborative Network (CCCN). Several planning meetings have been held in Washington, D.C., to

## CONTENTS

|   |    |
|---|----|
| President's Message, <i>Robert L. Bingham</i> . . . . .   | 1  |
| NAPE Recognizes Community Corrections Leaders . . . . .   | 3  |
| Nominating Committee Accepting Candidates for Office, <i>Ronald P. Corbett, Jr., Ed.D.</i> . . . . .  | 7  |
| Nominations for Awards Solicited, <i>Christie Davidson</i> . . . . .  | 8  |
| Employment and Recidivism: The Effects of Safer Foundation Services on Prison Readmissions Among Formerly Incarcerated People in Chicago, <i>Arthur J. Lurigio, Ph.D. and Jessica Snowden Patel, Ph.D.</i> . . . . .  | 9  |
| Da Boss: Reflections of a Retired Chief Probation Officer, <i>Bernard Fitzgerald</i> . . . . .  | 19 |
| Report of the Eleventh CEP General Assembly Held in London, England, <i>Donald G. Evans</i> . . . . .   | 20 |
| Considerations of the Position of a Professional Probation Officer for Adults as an Authority of Enforcement Proceedings and the Place of Curatorial Judicial Service Within a Court Structure in Poland, <i>Magdalena Niewiadomska-Krawczyk, Ph.D.</i> . . . . | 22 |
| From the Bookshelf . . . . .  | 25 |
| News from the Field . . . . .   | 28 |

## PRESIDENT'S MESSAGE *(cont'd)*

design and initiate this new network, and NAPE representation has been a force at all previous meetings.

Also participating in this NIC-guided network are APPA, NAPSA, ICCA, and APAI. The stated mission of the CCCN is to engage in productive dialogue with significant agencies related to the criminal justice system. These "related" agencies to date have included the Bureau of Justice Assistance, the Pew Charitable Trust, and the National Criminal Justice Association. CCCN membership is likely to be expanded in the near future; the Federal Probation and Pretrial Officers Association is a potential membership candidate. It is important to credit Jim Cosby, NIC Division Chief, and NIC staffer Greg Crawford for their skillful design and implementation of this new NIC collaborative, a collective force that has potential for influence.

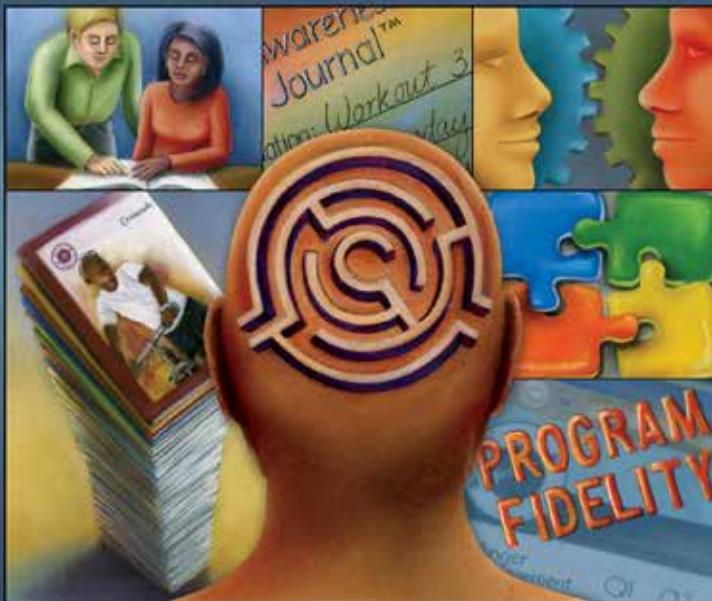
Finally, I was very fortunate to have been selected to participate in the NIC Probation/Parole Executive Orientation Train-the-Trainer planning session last month in Colorado. This program, which should be operational in 2014, is an outgrowth of the Executive Leadership Program which was previously sponsored by NIC, NAPE, APPA, and Sam Houston State University. I am very encouraged that this critically important resource will once again be made available to emerging probation leaders.

I wish happy holidays to you, your families, and your respective employees as 2013 quickly expires.

As always, thank you kindly for your hard work and commitment to our valuable profession.

**Robert L. "Bing" Bingham**  
President

# NCTI's Complete Behavior Change System



## More than curricula alone,

NCTI's Complete Behavior Change System gives you a support structure that makes referring professionals' work more effective, strengthens program fidelity, and enhances learning by clients. Contact us today to see how NCTI can help you:

800.622.1644

[www.NCTI.org](http://www.NCTI.org)

[info@NCTI.org](mailto:info@NCTI.org)



Evidence-Based Curricula & Certification Training from NCTI in Partnership with APPA  
National Curriculum & Training Institute®, Inc. | 319 E. McDowell Road, Ste. 200 Phoenix, AZ 85004

Cognitive Curricula • Facilitator Training • Structured Homework • Cog Talk™ • Real Colors® • Pre & Post Tests

## NAPE RECOGNIZES COMMUNITY CORRECTIONS LEADERS

Persons attending the annual awards breakfast held in Baltimore, Maryland, on Sunday, July 28, 2013, had the opportunity to hear **Jim Cosby**, Chief of the Community Services Division of the National Institute of Corrections, speak on new initiatives within the agency. In addition, **Marc Cerón**, President of the European Organization for Probation, commonly referred to as CEP, spoke about international issues involving probation.



Pictured, from left to right: **Christie Davidson**, NAPE Executive Director; **Marc Cerón**, CEP President; and **Robert L. Bingham**, NAPE President.

It was also during the breakfast that President **Robert L. Bingham** recognized several individuals who have made significant contributions to the probation profession.

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

The *Sam Houston State University Probation Executive of the Year* for 2013 was presented to **Todd Jermstad**, Director of the Bell/Lampasas Counties Community Supervision and Corrections Department in Belton, Texas.



Mr. Jermstad has been involved in the criminal justice system for more than three decades. From 1980 to 1989, he prosecuted delinquent child support cases and later served as an Assistant District Attorney in Brazos County, Texas.

From 1989 to 1990 he served as General Counsel for the Texas Adult Probation Commission and later as Assistant General Counsel with the newly created Texas Department of Criminal

Justice, an umbrella organization that included probation, prisons, and parole, from 1990 to 1998.

In 1998 Mr. Jermstad joined the Bell/Lampasas Counties Community Supervision and Corrections Department in Belton, Texas, as Staff Attorney, a position he held until 2009, when he was named Director of the agency. As head of the department, he has instituted a number of innovative programs to deal with the specific risks and needs of offenders.

Throughout his distinguished career, Mr. Jermstad has been called upon to serve on a number of committees and boards to advance the corrections profession. He has served as chair of the Ethics Advisory Committee to draft a new code of ethics for Texas probation departments. In addition, he was a member of the Advisory Council for the Center for Project Spotlight and he also served as a member of the Governing Board of the Texas Regional Center for Policing Innovation.

Mr. Jermstad is a member of the Adult Legislative Committee of the Texas Probation Association, and in that capacity he has drafted and had a significant impact on pieces of legislation that were successfully signed into law. Mr. Jermstad is also a member of the following: University of Mary Hardin Baylor Graduate Counseling and Psychology Program Advisory Committee; Bell County Child Fatality Review Board; Victim Impact Statement Revision Committee; and the Publications Committee of the Texas Probation Association.

Throughout Mr. Jermstad's career, he has been a legal scholar who writes opinions for the Texas probation field, providing an invaluable service. In addition, he is widely published in journals peculiar to the corrections profession. His works have appeared in *Executive Exchange*, *Texas Probation*, *Federal Probation*, *Texas Journal of Corrections*, *Libraries and the Cultural Record*, *Project Spotlight News in Brief*, and *Perspectives*; he has also written monographs and books for the Center for Project Spotlight and the National Institute of Corrections.

He was co-author of *Civil Liabilities and Other Legal Issues for Probation/Parole Officers and Supervisors* with Rolando del Carmen, Beth Barnhill, and Gene Bonham in 2001. And in 2013 he and Phillip Lyons were the authors of *Civil Liabilities and Other Legal Issues for Probation/Parole Officers and Supervisors (4th Edition)*. These publications have proven to be valuable resources to the community corrections profession.

Because of his legal expertise, coupled with his willingness to assist others, Mr. Jermstad is frequently called upon to serve as an organizer and presenter at state and national conferences.

As a result of his service to the criminal justice system, Mr. Jermstad has been the recipient of a number of awards presented by several professional organizations. He has been presented the *Sam Houston State University Award* for scholarly contributions to the field of corrections by the Texas Probation Association and the Texas Corrections Association. The Texas Probation Association has recognized Mr. Jermstad with its *President Award*. He is also the recipient of the Texas Corrections Association's *Clarence N. Stevenson Memorial Award* and the *Dr. George J. Beto Hall of Honor Award*.

Todd Jermstad is a recognized leader in the field of probation and a very deserving recipient of the *Sam Houston State University Executive of the Year Award*. During his praiseworthy career he has been in the unique position to apply legal scholarship to practice, and in doing so he has positively influenced the criminal justice system.

### Dan Richard Beto Award

The *Dan Richard Beto Award*, a discretionary award presented by the NAPE President for distinguished and sustained service to the probation profession, was given to **H. Ted Rubin** of Boulder, Colorado.

Judge Rubin has served in the Colorado General Assembly and as Judge of the Denver Juvenile Court. He is currently a private consultant to juvenile and family courts and justice agencies.

As a consultant, he is employed by governmental and non-profit associations to evaluate justice systems to reduce delays in case processing at all stages of case handling, expand Restorative Justice accomplishment, increase use of community-based alternatives to detention and institutionalization, reduce disproportionate minority



contacts, and to make presentations at conferences. His clients include state and local court systems, national and state juvenile delinquency agencies, legal organizations seeking to improve court handling of child abuse and neglect proceedings, foundations, and national court and Native American organizations. He has provided professional services in 49 states, as well as Canada, Egypt, El Salvador, and Israel.

Judge Rubin has served as Director for Juvenile/Criminal Justice and then Senior Staff Attorney for the Institute for Court Management (ICM) of the National Center for State Courts. There, he directed ICM's juvenile justice training programs and conducted myriad assessments of juvenile courts/justice systems. He also served as director for the National Center's Civil Jurisdiction of Tribal Courts and State Courts: The Prevention and Resolution of Jurisdictional Disputes Project, and as co-director for the Integration of Child and Family Legal Proceedings Project. He was a principal in the national scope Restitution Education, Specialized Training, and Technical Assistance Project (RESTTA), and a member and chair of the Board of Directors of the Colorado Children's Trust Fund. He served, also, as reporter for the volume on Court Organization and Administration, IJA-ABA Joint Commission on Juvenile Justice Standards.

He was elected Judge of the Denver Juvenile Court and held this position for six years after having served two terms in the Colorado House of Representatives. He was a lawyer in private practice in Denver, and has held social service positions in Denver and Chicago. He obtained his law degree from DePaul University, a master's degree in social work from Case Western

Reserve University, and a bachelor's degree (Phi Beta Kappa) from Pennsylvania State University. He has served as a visiting professor at the School of Criminal Justice, State University of New York at Albany.

He has authored more than 350 research reports and articles relating to juvenile and family justice and corrections, as well as several books, including: *The Courts: Fulcrum of the Justice System* (2d ed. 1984); *Juvenile Justice: Policy, Practice, and Law* (2d ed. 1985); *Behind the Black Robes: Juvenile Court Judges and the Court* (1985); and *Juvenile Justice: Policies, Practices, and Programs* (2003).

In recognizing Judge Rubin, who was unable to be present at the ceremony, President Bingham said that in his 43 years in probation employment, he had never met any professional more knowledgeable, passionate, and driven about juvenile justice. He went on to say that "during his days as a Juvenile Court Judge in Denver, Ted was a fierce advocate for probation, and better than any judge whom I have known or worked for, he genuinely understood and valued probation's place in the juvenile justice paradigm. He never abandoned his social work roots and the need for effective and humane juvenile justice programming. He has been a model and mentor for numerous juvenile justice personnel over the years, always taking the time to encourage and support while continually advocating humane juvenile justice process and treatment programming."

Judge Rubin, who could not attend the awards breakfast, sent the following message of thanks and encouragement to President Bingham:

I am honored to accept your award, and I share this award with those of you...and those who have gone before you...who have embraced and practiced the belief that young people and others who have violated established law can and will, with our assistance, become again full-fledged and productive members of our society.

My focus, originally as a social worker, then as a Colorado state legislator, then as a Denver Juvenile Court Judge, then as a trainer and researcher in and of juvenile justice, as well as a long-term author, has been on helping assist this instrument of justice to fulfill the assessment of an early legal scholar that the juvenile court was the greatest legal invention/intervention since the Magna Carta in the year 1215.

We still have far to go to fully actualize this promise. And we need your full assistance and sometimes outrage to achieve the most beneficial and effective juvenile court system possible.

Now is the best time in years to move forward legislatively and procedurally to address shortcomings that need us...

To have each state retain jurisdiction with delinquent offenses/offenders until their 18<sup>th</sup> birthdays (currently 11 states "adultify" all youthful offenders following their 16<sup>th</sup> or 17<sup>th</sup> birthdays), thus avoiding difficult experiences in adult jails and adult criminal labels that significantly hamper their futures.

To change law and practice to significantly curb the number of youth who are processed in a criminal court via judicial, legislative, or prosecutorial waiver.

To achieve the goal to maintain in juvenile detention all those who, nonetheless, are procedurally against criminally.

To achieve the critical goal of eliminating Disproportionate Minority Contacts and Confinements.

To assist the schools to maintain far more youngsters whose misbehaviors should be handled without court intervention.

To more fully implement the benefits of intake diversion, and better educate prosecutors regarding its benefits and utility.

To more fully implement the range of community-based interventions that have proven more effective than institutionalization.

To actively assert probation staff's knowledge into the judicial sentencing equation, not leaving this to the lawyers on one or both sides.

Of course, this is an incomplete agenda. There is much more you can and should do, as leaders, as independent leaders, to promote and interpret what we should and must do. And to those of you in the adult field, I will repeat the title of my article in a journal published about 35 years ago... "Now to Make the Criminal Courts More Like the Juvenile Courts." Carry it on... and thank you again.

### George M. Keiser Award for Exceptional Leadership

Assistant Chief Probation Officer **Yvette Klepin** of the San Diego County Probation Department was recognized as the recipient of the 2013 *George M. Keiser Award for Exceptional Leadership*. Ms. Klepin is the second in command of the department, which has 1321 staff comprising of sworn and non-sworn personnel, and operates a \$208 million budget. San Diego County Probation Department is the third largest county operated probation department in California.

According to the nomination by **Mack Jenkins**, San Diego County's Chief Probation Officer:

Ms. Klepin has 23 years experience with the department and has worked in all four divisions within the department: Administrative, Institutions, Adult and Juvenile Field Services. As the second in command she is responsible for the day to day operations of the department, enforces policies and procedures, as well as a myriad of other duties.

Ms. Klepin has achieved many goals and accomplishments this year. Her biggest accomplishment is her lead and oversight of the Prison Rape Elimination Act (PREA) of 2003 development and implementation project for the department. Ms. Klepin has been in-

involved with the PREA project since 2009 and has been instrumental in getting the department to compliance with the PREA Standards. In May 2012, the Department of Justice issued the PREA Final Standards, and in August 2012 the standards were put in effect for local and state facilities.

Ms. Klepin is a self-starter who demonstrates a high level of initiative. She excels in achieving outstanding project results, focusing on the end result rather than individual activities. She is meticulous to detail and effectively interprets organizational policies and procedures as well as state and federal standards. She is consistent, dependable, reliable, trustworthy and accurate in carrying out responsibilities to a successful conclusion.

Under her guidance and direction the department is getting closer to being in full compliance with the PREA Standards. All institutions staff and collaborative staff who may work directly with youths have all been trained on PREA and Zero Tolerance. Over 800 staff were trained in less than three months.

She is always available for her staff and can be relied upon to meet schedules and deadlines and consistently displays a strong personal commitment to successfully complete all projects. She has surpassed all expectations maintaining an outstanding level of performance. Throughout the year she has demonstrated a high level of administrative competence and makes sound decisions.

Ms. Klepin is an outstanding communicator. Her meetings are always on subject, productive, and result oriented. Outstanding productivity occurs as she utilizes all available resources to achieve results as evidenced by her interactions with the department's PREA committee and nationwide PREA group.

Ms. Klepin works well in cooperation with others for the benefit of the Probation Department. She promotes team efforts and is extremely cooperative with associates and peers in our department as well as other counties to ensure performance goals are met. She is always the first to volunteer to fill in or co-teach when an instructor cannot teach their scheduled classes. Ms. Klepin is also willing to teach weekend classes to ensure staff training will be complete.

Ms. Klepin displays outstanding judgment when making decisions whether or not under pressure. She avoids making hasty decisions, excels in planning, setting objectives and determining the appropriate course of action by assembling all facts giving thoughtful consideration before making decisions.

A proven performer, her quality of work is consistently at a high level. She completes tasks in the shortest most efficient manner consistently exceeding all performance expectations. She is adept at assessing and analyzing thus consistently developing satisfying solutions. She is a seasoned professional whose quality of work leaves positive first impressions as evidenced by a "kudos" written by the Juvenile Justice Chair . . . as well as comments made by staff from other probation departments in California.

Ms. Klepin excels in leadership and supervision of subordinates. She does not hesitate to hold staff accountable but is also quick to praise when appropriate. She is accessible to subordinates and peers. She has adjusted her schedule when needed to ensure the job gets completed.

Ms. Klepin teaches Ethics, Sexual Harassment Prevention for Supervisors, and Embracing Diversity/Encouraging Respect. Overall she is a proven performer who displays sound ethical judgment and has professional pride in her work every day. She is a team player and an excellent leader to all who works with her and for her.

In presenting the award, President Bingham commended Ms. Klepin, who was unable to attend, for her many qualities and for her efforts to improve probation services.

### Corporate Support

The Annual Awards Breakfast and the Members Reception that preceded it on Saturday evening had a number of corporate sponsors.

The Gold Sponsor was **NCTI**, and sponsors at the Silver level included **Alcohol Monitoring Systems, Jpay, Inc.**, and **Smart Start, Inc.**

NAPE is grateful to these corporations for their enduring support.

## INFORMATION ABOUT EXECUTIVE EXCHANGE

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

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

Submissions for publication consideration should be formatted for letter size paper, double-spaced, with at least one inch margins. Persons submitting articles, commentaries, or book reviews should enclose a brief biographical sketch or resume and a photograph for possible inclusion. Submissions may be sent electronically to [probation.executives@gmail.com](mailto:probation.executives@gmail.com) or by conventional mail to:

Dan Richard Beto  
Editor, *Executive Exchange*  
National Association of Probation Executives  
P. O. Box 3993  
Bryan, Texas 77805-3993

Specific questions concerning *Executive Exchange* may be directed to Dan Richard Beto at (979) 822-1273 or to Christie Davidson at (936) 294-3757.

The Correctional Management Institute of Texas at Sam Houston State University serves as the secretariat for the National Association of Probation Executives.

## NOMINATING COMMITTEE ACCEPTING CANDIDATES FOR OFFICE

by

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

Next Spring the National Association of Probation Executives will be conducting an election for the positions of President, Vice President, Secretary, Treasurer, two At-Large Directors, and five Regional Directors. All offices are for a two year term.

Persons interested in serving on the NAPE Board of Directors – which can be a rewarding experience – should communicate with Christie Davidson, NAPE's Executive Director, prior to February 5, 2014. She may be reached at (936) 294-3757 or at [davidson@shsu.edu](mailto:davidson@shsu.edu).

Members who have questions about serving in an elective position are encouraged to contact me at (617) 921-6200 or at [rpe-jr@comcast.net](mailto:rpe-jr@comcast.net). Other members of the Nominating Committee include the following Past Presidents: Cherie Townsend (Oklahoma), Dan Richard Beto (Texas), Rocco A. Pozzi (New York), John Tuttle (Pennsylvania), and Ellen F. Brokofsky (Nebraska). They, too, would be happy to answer questions about the responsibility of holding office in NAPE.

I want to make a special plea this year to my colleagues managing probation around the country. Many of your peers who have been active for some time now have “aged out” of the organization (i.e., retired to a rocking chair and bone idleness. :-). We very much need to pass the torch to a new generation of probation leaders. We have a rich pool of such folks nationally and

we would ask that you consider stepping forward for the good of the organization and profession.

Since its inception, NAPE has served as a critical network for probation executives. Through its key publication, *Executive Exchange*, and through its involvement in a variety of professional development programs, it has helped the last two generations of managers become leaders. Certainly the issues that confront you all today cry out for an organization that will help the collective enhance its executive skills, mentor new appointees, and contribute to the national policy dialogue.

In short, step forward into a NAPE leadership position so that our profession can remain “Probation Strong.”

**Ronald P. Corbett, Jr., Ed.D.**, a past President of the National Association of Probation Executives and the current Chair of the Nominating Committee, is on the faculty of the University of Massachusetts – Lowell. During his distinguished career, he has served as Executive Director of the Massachusetts Supreme Judicial Court and, more recently, as Executive Director of the Massachusetts Probation Service.

### NAPE LISTSERV AND WEBSITE

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

At present there are over 200 members registered on the NAPE Listserv. Members who are not receiving this service but who want to be included should send an email to [davidson@shsu.edu](mailto:davidson@shsu.edu), indicating a desire to be added to the NAPE Listserv. In addition, members who would like to update their email addresses, or add a second email address, should feel free to do so.

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

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

# NOMINATIONS FOR AWARDS SOLICITED

by

Christie Davidson

---

Each year at the Annual Awards Breakfast the National Association of Probation Executives recognizes individuals who have contributed to the probation profession.

It is not too early to begin thinking about next year. Members of the Awards Committee – comprised of active past Presidents – are soliciting nominations for two awards to be presented in New Orleans, Louisiana, in 2014. The awards for which nominations are solicited are:

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

This award is given annually by the George J. Beto Criminal Justice Center at Sam Houston State University to an outstanding probation executive selected by the NAPE Awards Committee. Criteria for this prestigious award include the following:

- Manager of a public agency providing probation services;
- Member of the National Association of Probation Executives;
- Contributed to local, state, regional, or national professional organizations;
- Demonstrated sustained exemplary performance as a manager in pursuit of the goals of the profession;
- Implemented new and innovative policy, procedure, program, or technology with high potential to enhance the standards and practice of probation which is transferable; and
- Has achieved outstanding recognition during the year or has outstanding achievements over time.

This award, the Association's oldest and highest honor, has been presented to the following probation executives: Barry Nidorf, California (1989); Don R. Stiles, Texas (1990); Donald Cochran, Massachusetts (1991); Cecil Steppe, California (1992); Don Hogner, California (1993); T. Vincent Fallin, Georgia (1994); M. Tamara Holden, Oregon (1995); Richard A. Kipp, Pennsylvania (1996); Ronald P. Corbett, Jr., Massachusetts (1997); Richard E. Wyatt, Nevada (1998); Rocco A. Pozzi, New York (1999); Ron R. Goethals, Texas (2000); Cheryl K. Townsend, Arizona (2001); E. Robert Czaplicki, New York (2002); Robert L. Bingham, Indiana (2003); Gerald R. Hinzman, Iowa (2004); James R. Grundel, Illinois (2005); Joanne Fuller, Oregon (2006); Tom Plumlee, Texas (2007); Ellen F. Brokofsky, Nebraska (2008); Christopher Hansen, Nevada (2009); Sally Kreamer, Iowa (2010); Raymond Wahl, Utah (2011); Ronald G. Schweer, Kansas (2012); and Todd Jermstad, Texas (2013).

### **George M. Keiser Award for Exceptional Leadership**

The National Association of Probation Executives and the Community Corrections Improvement Association of Iowa joint-

ly present this award to an administrator, manager, or supervisor who has demonstrated exceptional leadership under challenging conditions which provide value added activity or service to the organization or community they serve. Additional criteria for this award include:

- Nomination must come from a NAPE represented department and must be approved by the director or board of directors for that agency; and
- Nominee must have achieved an outstanding accomplishment during the year or championed a specific cause over a period of time.

This award, first presented in 2001, has been given to the following corrections professionals who have demonstrated leadership qualities: George M. Keiser, Maryland (2001); Carey D. Cockerell, Texas (2002); Dan Richard Beto, Texas (2003); Donald G. Evans, Ontario (2004); Rocco A. Pozzi, New York (2005); John J. Larivee, Massachusetts (2006); W. Conway Bushey, Pennsylvania (2007); Douglas W. Burris, Missouri, (2008); Robert L. Thornton, Washington (2009); Mark D. Atkinson, Texas (2010); Dorothy Faust, Iowa (2011); Cheryl K. Townsend, Texas (2012), and Yvette Klepin, California (2013).

### **Nominating Process**

In nominating persons for these awards, in addition to the nominating letter, please provide a detailed biographical sketch of the nominee or a recent vita. Supporting documents, such as news articles or publications, are also welcomed.

Nominations should be sent to Christie Davidson at the following address:

Christie Davidson, Executive Director  
National Association of Probation Executives  
George J. Beto Criminal Justice Center  
Sam Houston State University  
Huntsville, Texas 77341-2296

Nominations may also be sent via email to [davidson@shsu.edu](mailto:davidson@shsu.edu) or by facsimile to (936) 294-4081.

All award nominations must be received by the NAPE Secretariat by April 5, 2014.

Please consider nominating one of your colleagues for either of these awards.

**Christie Davidson**, in addition to serving as Executive Director of the National Association of Probation Executives, is Assistant Director of the Correctional Management Institute of Texas at Sam Houston State University.



# EMPLOYMENT AND RECIDIVISM: THE EFFECTS OF SAFER FOUNDATION SERVICES ON PRISON READMISSIONS AMONG FORMERLY INCARCERATED PEOPLE IN CHICAGO

by

Arthur J. Lurigio, Ph.D.  
and  
Jessica Snowden Patel, Ph.D.

## Abstract

This study explored the effectiveness of employment services for formerly incarcerated people who returned to mostly high-crime communities in Chicago, Illinois. These services were provided by the Safer Foundation (SF). The present research examined a large cohort of SF participants to determine whether they were less likely than non-SF participants to return to Illinois prisons within three years of release or intake. The study also identified the correlates of re-incarceration within the SF cohort. Recidivism was defined as a return to prison for a violation of the conditions of mandatory supervised release (i.e., a technical violation or a new arrest) or for a new conviction at any time during the three-year follow-up period that began with participants' discharge from a prison facility or receipt of SF services in fiscal year 2005. Male participants were more likely than female participants to recidivate. Being multiracial, Asian, or African American was also associated with an increased risk of recidivism. The results suggested that all of SF's services, especially employment programming, were helpful in reducing readmission to prison.

Properly implemented, evidence-based programs can improve offenders' attitudes and behaviors (Gendreau & Goggin, 1996). For example, the modification of antisocial thinking patterns, such as misperceptions about the costs and benefits of crime, can help offenders become more productive citizens (Andrews & Bonta, 2010). Similarly, educational and vocational attainments can enhance offenders' employability and give them greater incentives to eschew illegal activities in favor of legitimate work (Freeman, 2003). This study explored the effectiveness of employment services for formerly incarcerated people who returned to mostly high-crime communities in Chicago, Illinois. These services were provided by the Safer Foundation (SF).

Currently in its 40th year of operation, SF is one of the country's oldest, largest, and most well-established community-based employment service agencies for former inmates (Finn, 1998). SF staff members recognize the crucial role that employment and supportive services play in successful prisoner reentry initiatives. For this reason, the agency assists former inmates in seeking and maintaining gainful employment, earning their GEDs, and obtaining behavioral healthcare and housing services. The present research examined a large cohort of SF participants to determine whether they were less likely than non-SF participants to return to Illinois prisons within three years of release or intake. The study also identified the correlates of re-incarceration within the SF cohort.

## Background

### The Growth of Prisons

Until the mid-1970s, the country's incarceration rate was stable, averaging 110 inmates per 100,000 residents. Since that time, incarceration rates have risen precipitously (Blumstein, 2011) and have increased "by more than 350% since 1980, while the overall population has grown by only 33%" (Schmitt, War-

ner, & Sarika, 2010, p. 12). The state and federal courts have been sentencing record-breaking numbers of people to prison in the United States for a greater variety of offenses (especially drug crimes) and for longer terms of incarceration than ever before in the nation's history (Raphael, 2010). Furthermore, tougher parole policies have fueled prison over-crowding by lengthening prison terms and lowering the threshold for technical violations (Petersilia, 2003).

Approximately 3.2% of the U.S. population, or 1 in every 31 adults, was confined to the country's prisons or jails or placed on probation or parole at the end of 2007 (Pew Center for the States, 2009). The incarceration rate in the United States exceeds that of every other industrialized country (Raphael, 2010). In 2007, 765 per 100,000 U.S. residents were in jail or prison. In that same year, the worldwide average was 166 per 100,000 residents and the average among European Union member states was 135 per 100,000 residents (International Centre for Prison Studies, 2007). Of the approximately 2.3 million U.S. residents incarcerated in 2009, 67% were in state and federal prisons while 33% were in local jails (Glaze, 2010).

### Imprisonment Cycle

Prisons have largely failed to prepare inmates for release from incarceration and reentry into the community (Welsh & Farrington, 2011). The longer formerly incarcerated people reside in the community without receiving services, the more likely they are to recidivate (Langan & Levin, 2002; Petersilia, 2003). Across the country, half of all released state prisoners are re-arrested within one year. Two-thirds are re-arrested and one-half are re-incarcerated within three years. In addition, 75% to 80% are re-arrested within a decade (Langan & Levin, 2002).

Men who churn through prison usually have a criminal record even before their first incarceration. For example, nearly 60% of state prisoners released in 1999 had one or more convic-

tions; 75% had been sentenced to probation or incarcerated at least once, and 25% had three or more convictions (Beck, 2000; General Accounting Office, 2001). Among chronic incarcerated individuals, the rate of re-arrest begins to fall noticeably only when they reach or pass the age of 45 (Petersilia, 2003). The imprisonment cycle is especially vicious among poor, young men of color involved in the illegal drug trade (Mauer, 2006; 2011). Such individuals “commit serious crimes; get arrested and incarcerated; spend some time in prison; get out; commit more crimes; get arrested and incarcerated; and so on” (Freeman, 2003, p. 2).

### Prisoner Reentry

**Numerous challenges.** More than 95% of inmates are eventually released from prison—approximately 650,000 annually (Harrison & Beck, 2003)—and 80% of them are placed on parole supervision (Hughes & Wilson, 2004). In 2010 alone, an estimated 840,700 people were on parole in the United States (Glaze & Bonczar, 2009). The difficulties that released inmates experience include finding a home and job; reorienting to family life; continuing their education; and accessing treatment for psychiatric, substance use, and other behavioral health problems (Travis, 2005).

Today’s released inmates encounter many more serious barriers to reentry than those who were released in previous years, and returning inmates are also less likely than their predecessors to participate in substance abuse, employment, and vocational programs, which can greatly facilitate the reentry process (Travis, Solomon, & Wahl, 2001). In addition, they are more likely than their predecessors to be women, older, unemployed or unemployable, under-educated (i.e., without a GED or high school diploma), estranged from social networks, and needful of mental health and drug treatment services (Petersilia, 2003; Roman & Chalfin, 2006; Travis, Solomon, & Waul, 2001). For example, among state prisoners released in 1999, 25% were dependent on alcohol, 14% suffered from mental illness, and 12% were homeless at the time of their most recent arrest (Hughes & Wilson, 2004). A large percentage of inmates return to prison because of these—and many other—obstacles they encounter on the road to reentry and reintegration (Travis, Solomon, & Waul, 2001). In short, the challenges faced by formerly incarcerated persons are numerous and formidable. The failure to respond adequately to these difficulties only perpetuates the cycle of re-arrest and re-incarceration (Austin, 2000).

Prison sentences deplete social capital, which includes connections with relatives, friends, and prospective employers. Former prison inmates are likely to return to poor urban neighborhoods, where they often resume their criminal activities (Davis & Pacchiana, 2003; Lynch & Sabol, 2001). Moreover, a felony conviction prohibits returning inmates from obtaining professional licenses, living in public housing, and receiving Supplemental Security Income or other federal entitlements (Visher, Debus, & Yahner, 2008). These restrictions bankrupt former inmates’ futures and limit their chances for successful reentry (Solomon, Johnson, Travis, & McBride, 2004). Therefore, former inmates are rarely equipped to handle the enormous stressors associated with reentry (Moore & Mears, 2002).

Formerly incarcerated people also face major impediments to achieving stable employment, such as a lack of education and formal work experience as well as other characteristics associated with poor employment prospects (Hughes & Wilson, 2004).

Exacerbated by state and federal sentencing policies, the stigmatizing effects of a felony conviction and a prison record undermine employment opportunities (Raphael, 2010). Employers are frequently averse to hiring applicants with criminal histories (Holzer, Raphael, & Stoll 2006, 2007; Pager 2003). Imprisonment also interrupts work careers (Lawrence, Mears, Dubin, & Travis, 2002). Job skills deteriorate during incarceration, and relatively few inmates participate in prison-based employment programs (Lawrence, Mears, Dubin, & Travis, 2002). Repeated sentences to prison and lengthy terms of incarceration are especially damaging to job seekers (Raphael, 2010).

**Reentry in Illinois and in Chicago.** A total of 39,226 adults were released from the Illinois Department of Corrections (IDOC) in fiscal year (FY) 2005, up from 36,804 in 2004. The state’s parole authority monitors inmates who are released from prison before their original discharge date. At the end of 2007, 35,086 individuals in Illinois were on parole (i.e., mandatory supervised release). The three-year overall re-incarceration rate for 2002 and 2005 releasees was 52%. Technical parole violations accounted for 25% of admissions to Illinois prisons in 2004 and 2005 (IDOC, 2005). Hence, many reentrants in Illinois and throughout the country are re-incarcerated for violating the conditions of mandatory supervised release. Parole violations have contributed substantially to the growth of prison populations and correctional budgets (Raphael, 2010).

Among all counties in the United States, Cook County (Chicago) was home to the second highest number (18,377) of releasees from state prison in 2001. More than 84% of them returned to reside in the city of Chicago (Hughes & Wilson, 2004; LaVigne, Mamalian, Travis, & Visher, 2003). Nearly half of the formerly incarcerated men who resided in Chicago in 2005 were sentenced for a drug conviction, and 66% reported drug use at the time of arrest. Fewer than half had graduated from high school, and 34% had been fired from a job at least once (Visher & Farrell, 2005). In addition, more than half of the male inmates returning from state prison to Chicago in 2001 lived in only seven of the city’s 77 community areas, which included the most crime-ridden, impoverished, and unstable neighborhoods in the country (LaVigne, Mamalian, Travis, & Visher, 2003). These former prisoners are more likely to be drug-addicted individuals, unemployed, and re-incarcerated than those returning to more orderly and less criminogenic communities (Visher & Farrell, 2005).

### Employment and Crime

The relationship between employment and crime has been thoroughly researched (Kim & Downey, 2011). According to criminological theories, employment leads to desistance from crime for several reasons. For example, having a job obviates the need for criminal pursuits to generate income (Paternoster & Bushway, 2001), increases a stake in conformity (Sampson & Laub, 1990), reduces opportunities for criminal activities and associates (Felson & Cohen, 1980), strengthens ties to social institutions (Gottfredson & Hirschi, 1992), and enhances the stability of people’s lives (Crutchfield & Pitchford, 1997). The crime-reducing effects of employment are also attributable to the establishment of pro-social relationships, the restructuring of friendship networks, and the attenuation of contacts with delinquent and criminal associates (Wright & Cullen, 2004).

Finding work is considered a key element in successful reintegration for former prisoners (Bushway & Reuter, 2002; Uggen,

2000). Life course criminology suggests that obtaining employment can be a critical turning point in altering the criminal trajectory of offenders (Sampson & Laub, 1996). Numerous other studies have shown that a lack of employment or employment in temporary or low-paying jobs increases the risk of recidivism (Anderson, Schumacker, & Anderson, 1991; Bushway & Reuter, 2001; Houston, 2006) as well as a return to incarceration (La Vigne, Brooks, & Shollenberger, 2007; Welsh, 2003).

Despite the theoretical and practical appeal of employment as a protective factor against recidivism, evaluations of employment programs for criminal offenders have produced decidedly mixed findings. Most studies have shown no or weak effects of employment programs on job retention and recidivism among correctional populations and formerly incarcerated people (Uggen & Staff, 2001; Visher, Winterfield, & Coggeshall, 2005). However, much of the research to date on such programs is based on flawed research designs, small sample sizes, and limited programming (Visher, Winterfield, & Coggeshall, 2005). The current study used a quasi-experimental design and a large number of participants to investigate a comprehensive employment program with an impressive history and an array of services.

### Safer Foundation

Founded in 1972, SF is a non-profit organization that assists former prisoners in their attempts to reintegrate into the community. With its administrative offices located a mile from downtown Chicago, SF's services are designed to "reduce recidivism by supporting, through a full spectrum of services, the efforts of people with criminal records to become employed, law-abiding members of the community." The heart of SF's mission is to "[prepare] clients for the world of work, so they can succeed" ([www.saferfoundation.org](http://www.saferfoundation.org)).

Since its inception, the organization has received considerable attention for its successful initiatives to rehabilitate formerly incarcerated persons and develop innovative interventions for the multifarious needs of returning correctional populations (Finn, 1998).

SF served more than 12,000 new and returning clients in FY 2010. The organization assists former inmates in finding new jobs by inculcating "a mindset that helps to ensure they will remain employed and succeed in life" (Finn, 1998, p. 3). At the time of the current study, the agency operated several facilities in Illinois, including facilities in metro Chicago, Joliet, Peoria, Rockford, Decatur, Aurora, Harvey, and the Quad Cities area. SF facilities include two secured adult transition centers (ATCs) that are under the auspices of IDOC, an Employment and Learning Center, a Youth Empowerment Program, and the PACE Institute for correctional education. SF also operates a Green Jobs Program and a housing initiative ([www.saferfoundation.org](http://www.saferfoundation.org)).

Employment assistance is an essential element of SF's services. Before clients are placed in employment programs, SF's intake counselors thoroughly evaluate their service needs. These counselors conduct two-hour orientation sessions and evaluations of client needs. Those who are not yet ready for employment services are placed in the agency's Supportive Services Program (SSP), which is administered by SF's supportive service specialists. They broker or deliver emergency shelter, housing, and clothing; literacy and life-skills training; GED preparation; food provisions; and treatment for psychiatric and substance use disorders. Supportive services are designed to prepare SF

clients to benefit fully from employment services. Following assessment, clients in the SSP join their case managers in the formulation of a strategic plan for services. After they are referred for necessary services, clients meet with their case managers in progress review sessions in order to discuss how well these services are preparing them for SF's employment programming ([www.saferfoundation.org](http://www.saferfoundation.org)).

The Employment Services Program (ESP) includes three components: pre-employment, job start and enrollment, and post-employment follow-up services. Retention specialists teach clients how to complete a job application, interview for a job, and adapt to the culture of work. Job enrollment and start services match clients to open employment positions. SF staff collaborates with employers to facilitate clients' transition to work. For up to two years after employment, retention specialists engage in ongoing follow-up services that benefit both clients and their employers. Retention specialists also track clients' progress at 30, 90, 180, and 360 days of employment.

Research has shown that 41% of returning inmates who participated in SF's ESP were employed in private-sector jobs. Nearly 60% remained in their positions for at least 30 days, which is SF's performance indicator or benchmark for successful placement (Finn, 1998). A survey of employers who accepted SF referrals found that 78% strongly preferred SF clients over employees who had been referred through traditional employment avenues because of the "high motivation" of SF clients (Finn, 1998, p. 7). The current investigation is the first to include comparison groups to measure SF's effects on recidivism and a multivariate analysis to identify the correlates of recidivism among SF participants (see also Lurigio & Clay, 2002; Lurigio, Devitt, & Clay, 2001; Lurigio & Newon, 2003; Lurigio & Newon, 2004; Lurigio, Snowden, & House, 2006; Lurigio & Snowden, 2009, 2010).

## Methodology

### Study Overview

This study investigated recidivism in a cohort of releasees from IDOC who received SF services, either via participation in intake-only services or in intake and agency programming, during FY 2005 (July 1, 2004, to June 30, 2005). Only released inmates with valid and verifiable IDOC admission numbers were included in the study in order to accurately document participants' identities and return-to-prison status. For the purpose of the current study, recidivism was defined as a return to prison for a violation of the conditions of mandatory supervised release (i.e., a technical violation or a new arrest) or for a new conviction any time during a three-year follow-up period that began in FY 2005. The three-year interval has been the historical benchmark in IDOC's collection and reporting of prison readmission data and in other investigations of recidivism among former inmates in Illinois (e.g., Olson & Rozhon, 2011). For these reasons, this follow-up interval was adopted in the current study.

The recidivism clock started on the date that SF participants received an intake assessment only or an intake assessment and program services or on the date that they were released from an IDOC, community-based ATC, or from the Sheridan or the Southwestern Illinois Correctional Centers, which are fully dedicated therapeutic communities (TCs) for the treatment of addiction. Residents in these three facilities are eligible for SF services. Participants' records were checked to determine if and when they recidivated.

To examine recidivism rates, all FY 2005 releasees' identifying information was cross-referenced with an IDOC database that contained inmate-specific information on prison admissions. Data on SF participants' characteristics and records of program participation were extracted from SF's automated information system. All study data were imported into an SPSS database for analysis.

### Study Samples

**SF cohort.** The FY 2005 SF cohort consisted of 4,864 formerly incarcerated individuals who had valid IDOC admission numbers and had participated in at least an intake assessment in SF's Chicago office or in one of the many previously noted community-based facilities. The average age at intake of the FY 2005 SF cohort was 34. Overwhelmingly, they were men ( $n = 4,523$ , 93%). The vast majority of the cohort was also African American ( $n = 3,891$ , 80%); 11% were White ( $n = 535$ ); 6% were Latino ( $n = 292$ ); and 3% were Asian, American Indian/Alaskan Native, or multi-racial ( $n = 146$ ). Members of the cohort were sentenced to prison for a variety of crimes: 13% ( $n = 632$ ) for non-violent (property or drug) offenses only; 75% ( $n = 3,648$ ) for a combination of violent and non-violent offenses; and 12% ( $n = 584$ ) for violent offenses only.

Within the SF cohort, three types of analyses were conducted. First, simple frequency analyses were performed to describe the characteristics of the cohort. Second, proportional analyses were performed to test differences in recidivism based on participants' characteristics (age, race, gender, sentence length, offense type, and criminal history), program services, and job starts. Third, a logistic regression analysis was performed to identify the predictors of recidivism (return or no return to prison within the three-year follow-up period). The predictors were entered in three blocks. The first contained demographic characteristics: gender (male/female), race (White/non-White), and age. The second contained crime- and justice-related factors: offense type (non-violent/violent/mixed), number of previous arrests, and length of prison sentence. The third contained employment and service-related factors: employment history (yes/no), job start (yes/no), program participation (intake-only/programming), type and number of program services (employment/supportive/education), and length of job retention.

**Treatment group.** A total of 3,743 individuals (77%) participated in SF services beyond intake assessment. These releasees constituted the SF treatment group (i.e., SF program recipients/clients). Descriptive and recidivism data were collected for the treatment group in each of SF's three program tracks: Supportive Services, Education Services, and Employment Services. Clients could participate in one or more of these tracks. Nearly 75% ( $n = 2,791$ ) of the treatment group participated in employment services, 41% ( $n = 1,525$ ) in supportive services, and 6% ( $n = 240$ ) in education services. Among SF program clients in FY 2005, 29% ( $n = 1,076$ ) had a job start. Among these individuals, the following percentages of clients reached job-retention milestones: 62% ( $n = 664$ ), 30 days; 45% ( $n = 484$ ), 60 days; 41% ( $n = 438$ ), 90 days; 34% ( $n = 365$ ), 180 days; and 35% ( $n = 376$ ), 360 days. More than one-third (35%;  $n = 1,309$ ) of SF program clients participated in the development of a strategic plan, while 29% ( $n = 1,070$ ) participated in a progress review. Only 3% completed basic skills training ( $n = 123$ ) or tested for their GED ( $n = 96$ ). Among the latter, 44 (46%) earned their diploma.

**Comparison groups.** SF clients were compared with three groups on aggregate three-year recidivism rates. The first comparison group consisted of the population of IDOC releasees in FY 2005 ( $n = 39,226$ ). Their recidivism clock began on the date that they were discharged from an IDOC prison facility, ATC, or TC. The overall recidivism rate of formerly incarcerated inmates provides an annual comparison or baseline measure for prison releasees in Illinois, such as those on mandatory supervised release and in special programs. Furthermore, the statewide, return-to-prison rate has been used as a barometer for the success of prison aftercare and reentry programs throughout the state (e.g., Olson & Rozhon, 2011). Other evaluations of employment programs for former prisoners have also incorporated statewide recidivism rates in their analyses (e.g., Holl, Kolovich, Bellotti, & Paxton, 2009).

The second comparison group consisted of individuals who received a SF intake assessment only and no subsequent SF referrals or services ( $n = 1,121$ ). Their recidivism clock began on the date that an intake assessment was completed at any of SF's offices or when they were released, following a SF intake, from an IDOC ATC or TC. The intake-only group was considered an intent-to-treat comparison group. The SF intake-only participants matched the treatment group on all demographics and offense characteristics. No significant differences were found in terms of age, gender, race, offense type, or employment and criminal histories ( $ps > .50$ ).

The third comparison group consisted of a random sample of FY 2005 IDOC releasees with valid and verifiable IDOC admission numbers who returned to the same Chicago community areas (the same zip codes) as SF clients. (For a general description of these community areas, see LaVigne, Mamalian, Travis, & Visher, 2003.) Their data were obtained from the same IDOC database used to obtain data on the SF cohort. Members of the comparison group were cross-referenced with those in the SF database to verify that they were not members of the SF cohort. They were also matched with the SF cohort in terms of race, age, and offense type. These formerly incarcerated persons ( $n = 493$ ) received neither SF intake nor program services during the period of the study. Their recidivism clock began on the date that they were discharged from an IDOC prison facility, ATC, or TC. The non-SF Chicago releasees mirrored SF clients in terms of demographic characteristics and offense type. Specifically, the average age of the Chicago group (no-SF services) was 31; 90% were men, 82% were African American, and 18% were admitted to IDOC for a violent offense ( $ps > .30$ ). However, a significantly higher proportion of former inmates in the no-SF services sample had been convicted of a drug offense than those in the SF cohort ( $p \leq .05$ ).

## Findings

### Overall Recidivism

The overall, three-year recidivism rate for the FY 2005 SF cohort was 33%. Among releasees who participated in an SF intake assessment only as well as those who participated in an intake assessment and SF program services, 30% returned to IDOC within three years, 27% within two years, and 14% within one year. In the intake-only group, 36% returned to IDOC within three years, 28% within two years, and 14% within one year. In the SF treatment group, 32% returned to IDOC within three years, 26% within two years, and 14% within one year.

In contrast, the three-year recidivism rate of all IDOC releasees in Illinois during FY 2005 was more than 1.5 times greater than the three-year recidivism rate of the SF cohort (52% versus 33%),  $z = 26.42, p \leq .000001$  (IDOC, 2005). The recidivism rate for the SF treatment group (32%) was significantly lower than the recidivism rate (36%) for the intake-only comparison group,  $t(5,983) = 2.46, p \leq .001$ . The difference between the SF cohort and the no-SF contact group on recidivism was also significant: In the group that returned from IDOC but sought no SF services during the follow-up period, 63% returned to prison within three years—a figure nearly twice as high as the percentage of those in the SF cohort,  $t(4,234) = 13.45, p \leq .001$ .

**Predictors of Recidivism**

**Bivariate Analyses: SF Cohort**

**Background characteristics.** Women were less likely than men to recidivate—24% versus 34%, respectively ( $z = 3.577, p \leq .0003$ ). Whites were the least likely to recidivate (26%), whereas those who were multi-racial were more likely to recidivate (46%) than other releasees ([White versus non-White]  $z = -4.002, p \leq .0002$ ). Individuals aged 36 to 45 and 46 to 55 were more likely to recidivate (35% each) than were those aged 18 to 25 or 55 years of age or older (30% each) ([26-55 versus 18-25]  $z = -2.923, p \leq .003$ ). Releasees with a work history had a lower recidivism rate (31%) than those without a work history (36%) ( $z = -3.51, p \leq .0004$ ). Similarly, those with a job start (22%) were less likely to recidivate than those with no job start (34%) ( $z = -7.34, p \leq .0002$ ).

**Offense type.** Three sets of analyses were performed to examine relationships between offense type and recidivism. First, releasees were divided into three groups: those who committed violent offenses only, those who committed non-violent offenses only, and those who committed both violent and non-violent offenses. Second, the number of previous offenses was counted. Third, offenses were grouped into any sex offense, any violent offense, any drug offense, any property offense, and any other offense; clients could fall into one or more of these groups.

In the first set of analyses (non-violent only, violent only, or mixed), SF cohort members who had committed non-violent offenses only had a higher recidivism rate (48%) than those with violent only (28%) or both violent and non-violent offenses (31%) ([violent versus non-violent]  $z = 7.489, p \leq .0002$ ). In the second set of analyses, those who had committed the most offenses (ten or more previous offenses) had the highest rate of recidivism (36%), whereas those who committed only one previous offense had the lowest rate of recidivism (29%) ( $z = 1.58, p \leq .06$ ). In the third set of analyses, those who had committed any property offense were the most likely to recidivate (41%), whereas those who committed any sex offense were the least likely to recidivate (28%) ( $z = -12.95, p \leq .0001$ ).

**Service Type: SF Treatment Group**

Within the SF treatment group, those who participated in employment services only were the least likely to recidivate (19%), compared with those who participated in supportive services only (26%) or in education services only (30%). The recidivism rate among those who participated in employment and supportive services was 13%; among those who participated in employment and education services, the recidivism rate was 30%. Clients who participated in all three services (education,

employment, and supportive) had the lowest recidivism rate (11%). In addition, clients with a job start were less likely to recidivate (22%) than clients with no job start (34%).

For SF clients who participated in employment services, a longer period of job retention was associated with a lower rate of recidivism (19% for those who achieved 360-day retention versus 26% for those with 30-day retention). Those who achieved 60-, 90-, 180-, and 360-day job retention milestones had a 17% recidivism rate. In the SSP, SF clients who completed a progress review were less likely to recidivate (28%) than those who completed a strategic plan only (31%). For clients in education services, those who completed basic skills training had the lowest rates of recidivism (29%), whereas those who completed the GED program only had the highest rate of recidivism (34%) (see Table 1).

**Table 1. Participant characteristics and recidivism.**

| Gender       |     | Job Retention    |     |
|--------------|-----|------------------|-----|
| Male         | 34% | 30 days          | 26% |
| Female       | 24% | 360 days         | 19% |
|              |     | All              | 17% |
| Race         |     | Services         |     |
| White        | 26% | Employment       | 19% |
| Non-White    | 34% | Supportive       | 26% |
|              |     | Education        | 30% |
|              |     | All              | 11% |
| Age          |     | Prison Sentence  |     |
| 18-25        | 30% | > 55 days        | 26% |
| 26-55        | 34% | < 55 days        | 37% |
| < 55         | 30% |                  |     |
| Work History |     | Offense Type     |     |
| Yes          | 31% | Violent          | 28% |
| No           | 36% | Non-Violent      | 48% |
|              |     | Any Property     | 41% |
|              |     | Any Sex          | 28% |
| Job Start    |     | Previous Offense |     |
| Yes          | 22% | 1                | 29% |
| No           | 34% | 2-10             | 34% |
|              |     | < 10             | 36% |

**Multivariate Findings: SF Cohort**

Table 2 presents the findings of the logistical regression analysis, which were consistent with the bivariate results. As shown, the following variables predicted recidivism in the SF cohort: gender, age, offense type, length of sentence, job retention, and type and number of services received. Specifically, SF clients who were less likely to return to prison during the three-year follow-up period were White, women, younger, or admitted to IDOC for a non-property/non-drug offense. Those who were less likely to recidivate also participated in programming beyond intake, especially employment services, and had longer histories of job retention. In addition, those who had shorter stays in IDOC (fewer than 55 days) were less likely to recidivate than those with longer stays (more than 55 days).

**Table 2. Summary of logistic regression analysis for variables predicting recidivism.**

| Predictor                              | B       | SE B | e <sup>B</sup> |
|--|---------|------|----------------|
| Demographic variables                  |         |      |                |
| Gender                                 | .44     | .11  | .20*           |
| Race                                   | .16     | .08  | .17*           |
| Age                                    | .64     | .51  | .16*           |
| Crime and Justice-related Factors      |         |      |                |
| Offense type                           | .84     | .12  | .69**          |
| Number of previous arrests             | .38     | .18  | .18*           |
| Length of prison sentence              | .43     | .19  | .20*           |
| Employment and Service-related Factors |         |      |                |
| Work history                           | .94     | .49  | .40*           |
| Job start                              | .20     | .06  | .45**          |
| Program participation v. Intake Only   | .57     | .09  | .66**          |
| Type and number of program services    | .44     | .10  | .21*           |
| Length of job retention                | .16     | .06  | .27*           |
| Constant                               | 5.716   |      |                |
| $\chi^2$                               | 25.515* |      |                |
| df                                     | 12      |      |                |

e<sup>B</sup> = exponentiated B. \*p < .05. \*\*p < .01.

### Summary and Conclusions

The correlates of recidivism found in the current research were similar to those found in previous studies. Specifically, male participants were more likely than female participants to recidivate. The effect of gender on crime and criminal justice outcomes is highly robust and has been discussed in the prediction literature since its inception (Broidy & Agnew, 1997). Being multi-racial, Asian, or African American was also associated with an increased risk of recidivism. Most of the participants in this investigation returned from Illinois's prisons to reside in highly criminogenic neighborhoods in Chicago. However, non-Whites in the study were probably more likely than Whites to live in highly unstable, crime-ridden communities with greater police and parole presence, which increased the likelihood that such participants would be cited for a parole violation and returned to prison. Also consistent with the results of previous research is the finding of higher rates of readmission to prison for drug and property offenders compared with violent offenders (U.S. Department of Justice, 2004).

Surprisingly, members of the SF cohort who were older (mid-30s to mid-50s) were more likely to recidivate than those who were younger. Perhaps the harsh economic conditions and dismal employment forecast seemed bleaker to older clients, who lost considerable ground while incarcerated and might see little hope for a successful return to the workplace. Furthermore, longer stays in prison equate with less résumé-building time and greater assimilation into the prison culture, both of which can undermine the transition to non-prison life (Haney, 2003). These results are inconsistent with previous studies of employment programs, which indicate better outcomes for older than younger participants (Ugger & Staff, 2001). Posing yet another barrier to gainful employment, age-related discrimination in the labor market might have also contributed to the higher risk of

re-incarceration among older releasees in this study (Visher et al., 2010).

Much research has shown that a prison record can highly stigmatize employment seekers (Pager, 2007). The marginalization of the formerly incarcerated among those seeking gainful employment, coupled with the emerging downturn of the U.S. economy during the follow-up period of the current study, further underscores the potency of SF programming. Such services could be even more effectual in diversionary programs for first-time offenders who are untainted by a felony conviction or prison record.

The current study provides suggestive evidence to support the effectiveness of employment services in reducing the re-incarceration rates of former inmates. This investigation is the first to explore the comparative effects of SF services on clients' readmission to IDOC. Overall, research has shown that employment programs are mostly ineffective in reducing recidivism among former prisoners. SF's apparent success likely stems from its 40 years of established connections with local employers. When placed in a job, SF clients carry with them the reputation and cachet of the organization, which has garnered much goodwill in the employment community and signals to prospective employers the reliability of SF clients (Finn, 1998). In addition, SF offers a panoply of services; employment-only programs, especially those that stop at job placement and ignore clients' other problems, produce less favorable outcomes than those that provide ancillary services (Bloom, 2006; Clem, 2008).

The results of the current research suggest that providing employment programming to formerly incarcerated people increases their potential to obtain employment and maintain their attachment to the workforce. The benefits of employment ramify: the promotion of public safety, the reduction of costs associated with re-incarceration (which siphons money from vital government services), and the strengthening of families and pro-social networks (Clem, 2008). "In short, unemployed offenders are a burden to the criminal justice system, their communities, and their families. They don't pay taxes and consume scarce resources that might be better allocated elsewhere" (Clem, 2008, p. 79).

The present findings indicate that SF's intake and employment services are both helpful in reducing readmission. Three important conclusions can be drawn from the services data. First, those who received services beyond intake were less likely to recidivate than those who received intake services only. Nonetheless, SF's comprehensive orientation and intake process, by itself, also had a beneficial effect on recidivism. Future research should explore the independent impact of these services on SF participants as well as the members of the cohort who are most likely to achieve employment success with orientation and intake services alone. For some participants, these services might be enough to propel them into the workforce and could be akin to short-term, didactic psychotherapy interventions for people with subsyndromal symptoms of mental illness and treatment-readiness sessions for people at risk for substance use problems (Norcross, 2002; Roque & Lurigio, 2008).

Second, supportive services alone are less likely than employment services alone to lower recidivism. Although housing, psychiatric care, and educational remediation are important to successful reintegration, they are unrelated to criminogenic needs and are therefore unlikely to lower re-arrest and re-incarceration by themselves (Lurigio, 2011). Supportive services en-

hance the success of employment services and should be offered as adjunctive programming to promote job starts and retention. In light of the substantial percentage of drug convictions among former inmates returning to Chicago, the most critical adjunctive service for SF clients is drug treatment. Effective employment preparation and placement can directly or indirectly affect many of the eight central criminal risk factors for crime, such as antisocial cognitions and associates, family relationships, and leisure time. Indeed, employment is a major protective factor in itself and indirectly affects criminal thinking, interpersonal adjustment, and criminal associations, which are also major risk factors (Andrews & Bonta, 2010; Wright & Cullen, 2004).

Third, related to the preceding point, more services and greater engagement in services predict a better outcome in terms of return to prison. Specifically, SF clients who received employment and supportive services were less likely to recidivate than those who received employment services alone. This additive effect was not found for educational services. Those who received employment and education services were more likely to recidivate than those who received employment services alone. However, those who received all three services were slightly less likely to recidivate than those who received employment and supportive services. Hence, not surprisingly, employment preparation and placement are at the core of SF's services and have the greatest effects in terms of recidivism reduction. When coupled with other services that promote occupational success or address other criminogenic needs, employment programs show great promise in lowering recidivism rates among released inmates.

Re-incarceration is an important barometer of the success of reentry and aftercare programs. Prison is costly and can have lasting, pernicious effects on incarcerated individuals (Haney, 2006). With respect to finances, the annual average cost of prison nationally is estimated to be \$25,000 per inmate (Pew Center on the States, 2008). The cost in Illinois is \$22,000 per inmate per year (IDOC, 2010). In contrast, the cost of SF services is \$3,000 per client per year at the high-end of services. A decrease in former inmate recidivism of only 4% would recoup all the expenditures for SF services and define it as a cost-effective program (Roman & Chalfin, 2006). The recidivism rate among the most intensely served SF program clients (employment, supportive, and education service recipients) was nearly 80% lower than it was among all Illinois inmates released in FY 2005 (52% versus 11%).

With respect to psychological sequelae, the experience of imprisonment—known as prisonization—can create high levels of distress and trauma (Haney, 2003), which can persist long after release into the community. Indeed, the “psychological consequences of imprisonment for [former inmates] and their families [are] complex and profound” (Grounds & Jamieson, 2003, p. 358). Thus, a reduction in recidivism can lower correctional costs and taxpayer burden, facilitate the reentry process, and alleviate the stultifying effects of repeated incarcerations. Therefore, effective employment programs would save considerable money by reducing recidivism and would generate considerable savings by helping participants become law-abiding, productive citizens and taxpayers who are able to support themselves and their families.

The major methodological flaw of this study is one endemic to field research on correctional and other types of programs that

serve clients *ad libitum*. SF is highly welcoming to formerly incarcerated people. In its contractual obligation to IDOC and in its philosophical principles, the agency is committed to responding to the needs of all former inmates who express an interest in working with its staff. Hence, the culture of care precluded the formation of comparison groups from waiting lists for services or from random assignment protocols that produced a no-service control group.

The lack of random assignment presents a serious threat to internal validity known as selection bias. Former inmates who sought SF services might have differed from those who did not on a variety of variables related to the study's dependent measure. For example, compared with non-SF clients, SF clients might have been more motivated to reintegrate or more employable or less criminally inclined or less likely to suffer from a psychiatric or substance use disorder. These and a host of other variables could have differentiated SF clients from non-SF clients and led the former to be less likely to return to prison than the latter absent the provision of employment services (Berk, 1983).

To offset the challenge of self-selection bias, the present research involved statistical controls within the SF cohort and three comparison groups, each with its own strengths and weaknesses. The first comparison group, the IDOC population, was flawed because it consisted of all releasees from Illinois's prisons in FY 2005, including members of the SF cohort, which constituted approximately 10% of the released population that year. IDOC's three-year recidivism rates are calculated as aggregate measures for the entire state. Although individuals in the SF cohort could have been extracted from the population, the task of doing so and of re-computing the recidivism rate for the remaining 34,000 inmates would be beyond the scope of the current research. Given the significantly lower rate of recidivism in the SF cohort, if anything, its removal from the IDOC reentry population could have resulted in a slightly higher readmission rate for the remainder of the releasee population and an even greater positive effect for SF programming.

The second comparison group, the SF intake-only group, was flawed because it was not a true no-treatment control group. As the data suggest and as discussed herein, SF intake/orientation is a useful intervention, providing returning inmates with guidance and information that can help them begin the job-seeking and retention process. Employment programming most assuredly adds tremendous value to the SF menu of services, but the intake/orientation module also contributes favorably to the reentry process. Nonetheless, the inclusion of the intake-only group was a serious and reasonable attempt to address the self-selection bias.

The third comparison group, the no-SF service sample, was flawed because little was known about the group other than readily available, basic demographic characteristics. Hence, no easy matches or propensity scores could be rendered on the basis of risk factors, such as criminal history and length of incarceration. Moreover, in the no-SF contact sample, a higher percentage of people was convicted of a drug-law violation than in the SF cohort and, as such, the former was more likely than the latter to have a substance abuse or dependence disorder, which is a major risk factor for crime (Andrews & Bonta, 2010). Formerly incarcerated people with the most serious substance use problems are ill-prepared to seek, access, or benefit from SF services. Nonetheless, the incorporation of the matched sample controlled for

the effects of living in high-crime areas of Chicago, where most of Illinois's former prisoners return from incarceration. SF services might help protect returning inmates from these criminogenic environments by structuring their time through participation in services and jobs, exposing them to prosocial influences, and removing them from criminal opportunities, associates, and neighborhoods that contribute to recidivism.

Another limitation of the study is that the recidivism data were uncensored, which failed to take into account participants' time-at-risk. Again, the size of the sample and the study's limited resources precluded the generation of survival or hazard curves that would make the SF and comparison groups equal in terms of actual exposure to re-arrest and parole violation. Members of all the groups in the study most certainly spent time in jail during the three-year follow-up period of the investigation—many of them before they were readmitted to prison. Nevertheless, the SF cohort members were probably less likely to be detained because of their engagement in programming and therefore were at a higher risk of police and parole agent encounters than the matched community sample, providing more evidence of SF's effectiveness in reducing recidivism. Subsequent studies of SF services should control for time-at-risk and involve qualitative interviews with SF and non-SF clients regarding the struggles of reentry in Chicago and the critical role of employment services in the reintegration process. Despite its methodological and statistical flaws, the results of the current study clearly warrant a closer look at the SF model as a highly useful avenue for employment services for reentry programming.

### References

- Anderson, D.B., Schumaker, R.E., & Anderson, S.L. (1991). Releasee characteristics and parole success. *Journal of Offender Rehabilitation, 17*, 133-145.
- Andrews, D.A., & Bonta, J. (2010). *The psychology of criminal conduct*. 2d Ed. Cincinnati: Anderson Publishing.
- Austin, J. (2000). *Prisoner reentry: Current trends, practices, and issues*. Washington, D.C.: The Institute on Crime, Justice, and Corrections.
- Beck, A.J. (2000). *State and federal prisoners returning to the community: Findings from the Bureau of Justice Statistics*. Paper presented at the First Reentry Courts Initiative Cluster Meeting.
- Berk, R.A. (1983) An introduction to sample selection bias in sociological data. *American Sociological Review, 48*, 386-398.
- Bloom, D. (2006). *Employment-focused programs for ex-prisoners: What we have learned, what we are learning, and where should we go from here?* University of Michigan: MDRC.
- Blumstein, A. (2011). Bringing down the U.S. prison population. *The Prison Journal, 91*, 12-26.
- Broidy, L., & Agnew, R. (1997). Gender and crime: A general strain theory perspective. *Journal of Research in Crime and Delinquency, 34*, 275-306.
- Bushway, S., & Reuter, P. (2001). Labor markets and crime. In J.Q. Wilson & J. Petersilia (Eds.), *Crime: Public policies and crime control* (pp. 191-224). San Francisco: ICS Press.
- Clem, C. (2008). *Applying a relapse prevention model in employment retention assistance for formerly incarcerated persons: A review of the literature*. Washington, DC: National Institute of Corrections.
- Crutchfield, R.D., & Pitchford, S.R. (1997). Work and crime: The effects of labor stratification. *Social Forces, 68*, 489-512.
- Davis, L. M., & Pacchiana S. (2003) *Prisoner Reentry: What are the public health challenges?* Santa Monica, CA: Rand.
- Donenberg, G.R., Bryant, F.B., Emerson, E., Wilson, H.W., & Pasch, K.E. (2003). Tracing the roots of early sexual debut among adolescents in psychiatric care. *Journal of the American Academy of Child and Adolescent Psychiatry, 42*, 594-608.
- Felson, M., & Cohen, L.E. (1980). Human ecology and crime: A routine activity approach. *Human Ecology, 8*, 389-405.
- Finn, P. (1998). *Chicago's SF Foundation: A road back for ex-offenders*. Washington, DC: National Institute of Justice, U.S. Department of Justice, NCJ 167575.
- Freeman, (2003). *Can we close the revolving door: Recidivism vs. employment of ex-offenders in the United States?* Washington, DC: Urban Institute.
- Gendreau, P., & Goggin, C. (1996). Principles of effective correctional programming. *Forum on Corrections Research, 8*, 38-41.
- General Accounting Office. (2001). *Prison releases: Trends and information on reintegration programs*. Washington, DC: Author.
- Glaze, L.E. (2009). *Correctional populations in the United States, 2009*. Washington, DC: Bureau of Justice Statistics.
- Glaze, L.E., & Bonczar, T.P. (2011). *Probation and parole in the United States, 2010*. Washington, DC: Bureau of Justice Statistics.
- Gottfredson, M.R., & Hirschi, T. (1992). *A general theory of crime*. Stanford, CA: Stanford University Press.
- Grounds, A. & Jamieson, R. (2003). No sense of an ending: Researching the experience of imprisonment and release among Republican ex-prisoners. *Theoretical Criminology, 7*, 347-362.
- Haney, C. (2003). The psychological impact of incarceration: Implications for post-prison adjustment, in J. Travis & M. Waul (Eds.), *Prisoners once removed: The impact of incarceration and reentry on children, families, and communities* (pp. 33-66). Washington, DC: Urban Institute Press.
- Haney, C. (2006). *Reforming punishment: Psychological limits to the pains of imprisonment*, Washington, DC: American Psychological Association Books.
- Harrison, P., & Beck, A. (2003). *Prisoners in 2002*. Washington DC: Bureau of Justice Statistics.
- Holl, D.B., Kolovich, L., Bellotti, J. & Paxton, N. (2009). *Evaluation of the prisoner reentry initiative*. Washington, DC: U.S. Department of Labor.
- Holzer, H.J., Raphael, S., & Stoll, M.A. (2006). Perceived criminality, criminal background checks and the racial hiring practices of employers. *Journal of Law and Economics, 49*, 451-80.



- Holzer, H.J., Raphael, S., & Stoll, M.A. (2007). The effect of an applicant's criminal history on employer hiring decisions and screening practices: Evidence from Los Angeles. In Shawn Bushway, Michael Stoll, and David Weiman (Eds.), *Barriers to reentry? The labor market for released prisoners in post-industrial America* (pp. 117-150). New York: Russell Sage Foundation.
- Houston, M. (2006). *Offender job retention: A report from the Offender Workforce Development Division*. Washington, DC: National Institute of Justice.
- Hughes, T., & Wilson, J.D. (2004). *Inmates returning to the community after serving time in prison*. Washington, DC: Bureau of Justice Statistics.
- Illinois Department of Corrections. (2005). *IDOC Department Data (June 30, 2005)*. Springfield IL: Author.
- Illinois Department of Corrections. (2010). *Illinois Department of Corrections, Annual Report 2010*. Springfield, IL: Author
- International Centre for Prison Studies. (2007). *World Prison Brief*, accessed on June 27, 2010 at <http://www.prisonstudies.org>.
- Kim, K., & Downey, P.M. (2011). *Is there a right job? A longitudinal study of returning prisoners*. Washington, DC: Urban Institute.
- Langan, P.A., & Levin, D.J. (2002). *National recidivism study of released prisoners: Prisoners released in 1994*. Washington, D.C.: Bureau of Justice Statistics.
- LaVigne, N.G., Brooks, L.E., & Shollenberger, T.L. (2007). *Returning home: Exploring the challenges and successes of recently released Texas prisoners*. New York: The Urban Institute.
- LaVigne, N.G., Mamalian, C.A., Travis, J. & Visser, C. (2003). *A portrait of prisoner reentry in Illinois*. Washington, DC: The Urban Institute.
- Lawrence, S., Mears, D.P., Dubin, G., & Travis, J. (2002). *The practice and promise of prison programming*. Washington, DC: Urban Institute.
- Lurigio, A.J. (2011). People with serious mental illness in the criminal justice system: Causes consequences, and correctives. *Prison Journal*, 91, 66-86.
- Lurigio, A.J., & Clay, R. (2002). *Recidivism rates of SF Foundation Clients: A comparison with IDOC releasees*. Chicago: SF Foundation.
- Lurigio, A.J., Devitt, C., & Clay, R. (2001). *Safer Foundation: A comparative study of client recidivism in major programs*. Chicago: Safer Foundation.
- Lurigio, A.J., & Newon, J. (2003). *An evaluation of the Safer Foundation's programs: Comparing the recidivism rates of SF clients with other returning inmates*. Chicago: Safer Foundation.
- Lurigio, A.J., & Newon, J. (2004). *Examining the effects of SF Foundation Services on reincarceration: The 3rd annual evaluation of the Safer Foundation's Employment Services Program*. Chicago: Safer Foundation.
- Lurigio, A.J., Snowden, J., & House, S. (2006). *Examining the prevalence and correlates of reincarceration among Safer Foundation Clients: The 4th annual evaluation of the Safer Foundation's Employment Services Programs*. Chicago: Safer Foundation.
- Lurigio, A.J., & Snowden, J. (2007). *Examining the prevalence and correlates of reincarceration among Safer Foundation Clients: The 5th annual evaluation of the Safer Foundation's Employment Services Programs*. Chicago: Safer Foundation.
- Lurigio, A.J., & Snowden, J. (2009). *Examining the prevalence and correlates of reincarceration among Safer Foundation Clients: The 6th annual evaluation of the Safer Foundation's Employment Services Programs*. Chicago: Safer Foundation.
- Lurigio, A.J., & Snowden, J. (2010). *Examining the prevalence and correlates of reincarceration among Safer Foundation Clients: The 7th annual evaluation of the Safer Foundation's Employment Services Programs*. Chicago: Safer Foundation.
- Lynch, J.P. & Sabol, W.J. (2001). *Prisoner reentry in perspective*. Washington, D.C.: The Urban Institute.
- Mauer, M. (2011). Addressing racial disparities in incarceration. *Prison Journal*, 91, 87-101.
- Mauer, M. (2006). *Race to incarcerate*. New York: The New Press.
- Moore, G.E., & Mears, D.P. (2001). *Strong science for strong practice: Linking research to drug treatment in the criminal justices system*. Washington, D.C.: The Urban Institute.
- Norcross, J.C. (2002). *Psychotherapy relationships that work*. New York: Oxford University Press.
- Pager, D. (2003). The mark of a criminal record. *American Journal of Sociology* 108, 937-75.
- Pager, D. (2007). *Marked: Race, crime, and finding work in an era of mass incarceration*. Chicago, IL: University of Chicago Press.
- Paternoster, R., & Bushway, S. (2001). Theoretical and empirical work on the relationship between unemployment and crime. *Journal of Quantitative Criminology*, 17, 391-408.
- Olson, D.E., & Rozhon, J. (2011) *A process and impact evaluation of the Sheridan Correctional Center Therapeutic Community Program during fiscal years 2004 through 2010*. Chicago, IL: Illinois Criminal Justice Information Authority.
- Petersilia, J. (2003). *When prisoners come home: Parole and prison reentry*. New York: Oxford University Press.
- Pew Center for the States. (2008). *One in 100: Behind bars in the United States 2008*. Author. Washington, DC: The Pew Charitable Trusts.
- Pew Center for the States. (2009). *One in 31: The long reach of the American corrections*. Author. Washington, DC: The Pew Charitable Trusts.
- Raphael, S. (2010). *Incarceration and prisoner reentry in the United States*. Berkeley, CA: Institute for Research on Poverty, Goldman School of Public Policy, University of California, Berkeley.
- Roman, J., & Chalfin, A. (2006). *Does it pay to invest in reentry services for jail inmates?* Washington, DC: Urban Institute.
- Roque, L., & Lurigio, A.J. (2008). A process evaluation of RROPP: Lessons learned in the implementation of a treatment readiness intervention model for felony probationers with substance use problems. *Offender Substance Abuse Report*, 8, 17-21.

- Sampson, R.J., & Laub, J.H. (1990). Crime and deviance over the life course: The salience of adult social bonds. *American Sociological Review*, 55, 609-627.
- Sampson, R.J., & Laub, J.H. (1993). *Crime in the making: Pathways and turning points through life*. Cambridge, MA: Harvard University Press.
- Schmitt J. Warner, K., & Sarika, G. (2010). *The high budgetary cost of incarceration*. Washington, DC: Center for Economic and Policy Research.
- Solomon, A.L. Johnson, K.D., Travis, J. & McBride, E.C. (2004). *From prison to work: The employment dimensions of prisoner reentry*. Washington DC: Urban Institute.
- Travis, J. (2005). *But they all come back: Facing the challenges of prisoner reentry*. Washington, D.C.: The Urban Institute Press.
- Travis, J., Solomon, A.L., & Waul, M. (2001). *From prison to home: The dimensions and consequences of prisoner reentry*. Washington, D.C.: The Urban Institute.
- Uggen, C. (2000). Work as a turning point in the life course of criminals. *American Sociological Review*, 67, 529-546.
- Uggen, C., & Staff, J. (2001). Work as turning point for criminal offenders. *Corrections Management Quarterly*, 5, 1-16.
- United States Department of Justice. (2004). *Almanac of policy issues: Prisoner reentry*. Washington, DC: U.S. Department of Justice, Office of Justice Programs.
- Visher, C., & Farrell, J. (2005). *Chicago communities and prisoners re-entry*. Washington DC: Urban Institute.
- Visher, C., Debus, S., & Yahner, J. (2008). *Employment after prison: A longitudinal study of releasees in three states*. Washington, DC: The Urban Institute.
- Visher, C., Winterfield, L., & Coggeshall, M. (2005). Ex-offender employment programs and recidivism: A meta-analysis. *Journal of Experimental Criminology*, 1, 295-315.
- Welsh, B.C., & Farrington, D.P. (2011). The benefits and costs of early prevention compared with imprisonment: Toward evidence-based policy. *The Prison Journal*, 91, 120-137.
- Wright, J.P., & Cullen, F.T. (2004). Employment, peers, and life-course transitions. *Justice Quarterly*, 21, 183-205.

**Arthur J. Lurigio, Ph.D.**, is Senior Associate Dean for Faculty, Professor, and Faculty Scholar/Master Researcher, College of Arts and Sciences, Loyola University Chicago, in Chicago, Illinois. Dr. Lurigio is a frequent contributor to community corrections literature.

**Jessica Snowden Patel, Ph.D.**, is a licensed clinical psychologist located in Quincy, Illinois. She is full-time Instructor of Psychology at John Wood Community College, and has a private practice, the Child and Family Developmental Center.

The authors are grateful for the support and cooperation they received from the Safer Foundation throughout this study. We are especially grateful for the unstinting guidance and confidence provided by its President and Chief Executive Officer, Diane Williams, its Chief Operating Officer, Ethel Muhammad, and its Manager of Quality, Jane Seeman.

## DA BOSS: REFLECTIONS OF A RETIRED CHIEF PROBATION OFFICER

by

Bernard Fitzgerald

---

As Bob Dylan so aptly put it, “Gotta serve somebody.” Everyone, at some point in his or her lives, has a boss. Bosses are loved, hated, ridiculed, and respected. Most people like or dislike something about their boss. But we all, or most, answer to someone. Our attitude toward our bosses can make our lives joyful or miserable. Most of us spend eight hours a day in a working environment so it is important to our well being that the workday is manageable.

I was a boss for thirty years and I think that I learned a great deal about that position over that period of time. In other words, I was a better boss at the end than I was at the beginning.

I supervised approximately sixty people. Most of the people I supervised were college graduates and thereby professionals. The remainder was support staff. Being promoted to the position, I was given little or no supervisory training. It had to be learning as you go.

I am sure that in that period of my life I made numerous mistakes, but, as I said, it’s a learning process. I don’t believe that in the public sector much thought or time is given to preparing employees to become supervisors. This is probably most evident with middle managers.

In my position as a chief probation officer, I had seven assistant chief probation officers who answered to me and each of them had five probation officers who answered to them. The training that took place was particularly around the issues of standards that needed to be met and what the disciplinary procedures were. There was very little said or mentioned about interpersonal relationships.

This seemed to me to be a weakness in the approach to training. In the public sector there is very little in the way of incentive that can be granted by supervisors to motivate those who work for them. This is where the need for training becomes more crucial. People will work for their paycheck but to be a really successful manager you need to have folks who will do their best and do more than what is asked.

This is the time that interpersonal relationships have a profound effect on the management of the staff.

I believe that it is important to develop an extensive knowledge of your staff, not only their strengths and weaknesses, but also their interests. What is it that they like about the job? What could we be doing better? What aspect of criminal justice holds their interest? These are issues that a good manager should be aware of.

Knowing an employee’s strengths and interests helps a manager to put that employee in the best position to succeed. Just as in casting a play or recruiting an athletic team the director or coach can bring about success by putting people in a position where their talents and interests can best be used.

It is also important to know and care about employee’s personal lives. Listening is an acquired skill and probably the most important skill that a manager can have. Over my years as a

manager, I have had a number of employees who have come to me with a variety of problems. It is important to them that they be heard. This doesn’t always mean that they are excused from duties or certain assignments but the fact that they were listened to and were able to have a talk with the manager can prevent future trouble with job performance. Occasionally the talk with the manager has brought about a change in assignment because of a particular problem at that time in the employee’s life.

Developing good relationships with staff can also encourage changes in approaches to problems that arise in the workplace. I think it is important to say yes as often as possible. Encourage employees to problem solve and develop new ways to get the job done. A good manager doesn’t always have to lead from the front. It is possible to lead from the middle or the rear.

If employees are motivated they will sometimes take the lead. In the criminal justice system when it comes to recidivism there really are no definitive answers so we have to be open to unique solutions that may present themselves. I believe that this attitude has brought about programs like Operation Night Light, Changing Lives Through Literature, The Women’s Program, and the Fatherhood Program.

By giving employees the opportunity to problem solve and encouraging them to be creative in their solutions, I think that it is possible to keep them engaged when there are no opportunities for advancement. By making them part of something and giving them ownership they stay interested and incentivized.

It is also important to give credit. I always found that if positive changes were made in the work setting that credit should be given to those that implemented or instituted the changes. Praise in public. By doing so, you encourage observers to get into the game and to become more participatory. It creates a culture and encourages imaginative solutions to everyday problems.

In meeting with the assistant chief probation officers, I would present any new and challenging issues to them and ask them to come to some kind of consensus about possible solutions. It was not always successful but they could never say that someone else’s will or solution was imposed on them. They became owners of the process.

In terms of disciplinary issues, it is of paramount importance that the manager remains calm and unbiased. The same rules must apply to everyone. The boss cannot become emotionally invested in the process. One can never take sides in any dispute between two employees.

I had an incident one time because of a conflict between two employees. They didn’t get along with one another. In fact, they had a real serious problem with each other and it was beginning to affect the rest of the staff. I brought them both into my office and tried to mediate the issues with them. After about an hour, with no success, I decided that I would leave them in my office and I told them that they couldn’t leave the office until they came to some sort of a resolution. It took another hour and a half be-

fore they came out. It wasn't a perfect solution but they were able to work with one another without displaying the anger that they had shown.

I don't know if these disjointed thoughts make sense but they came to me after forty-one years in a crazy business. As chief probation officers, we have to make sure that we stand up for

our employees and respect them if we want to have successful outcomes in our jobs.

**Bernard Fitzgerald** is the retired Chief Probation Officer for Dorchester, Massachusetts. He currently serves as Secretary of the National Association of Probation Executives.

## REPORT OF THE ELEVENTH CEP GENERAL ASSEMBLY HELD IN LONDON, ENGLAND

by

Donald G. Evans

---

While attending the International Corrections and Prisons Association (ICPA) meetings in Cape Town, South Africa, in 2000 I met Martin Tansey, President of CEP, and as a result became an individual member of CEP and attended the organization's General Assembly held in Malta in 2001. Since then I have been privileged to attend the General Assemblies in Lugano, Tallinn, Malaga, and London. Along the way I have participated in workshops and seminars conducted by CEP in London and Glasgow. Over the years I have met many committed probation professionals and formed friendships that have been rewarding and helpful in my efforts to promote probation as an important practice and method of promoting public safety. The London General Assembly was no exception, I had the opportunity to renew acquaintances and to meet new friends and exchange ideas in a positive environment.

The General Assemblies are held every three years and between the assemblies the CEP Board of Directors meets and through the Executive conducts the business of the organization. Day-to-day operations are handled by the Secretary General Willem Van Der Brugge and his small but efficient staff (For more information on CEP see Beto and Evans, 2007 and 2010 as well as the CEP website [www.cep-probation.org](http://www.cep-probation.org)).

### Central Hall Westminster

The 11th General Assembly was held in London on October 8, 2013, and preceded the first world congress on probation. The Central Hall Westminster was the site of the meeting and is located across from Westminster Abbey and within walking distance of the Houses of Parliament. The Central Hall is a historic building created as a result of the Wesleyan Methodist Church desiring to mark the centenary of John Wesley's death (1703-1791). The church set up a 20th Century Fund with the aim of raising a million guineas from a million Methodists, regardless of their wealth, each donor was only allowed to donate one guinea! The result was that by 1904 they had raised through this method the equivalent of £1,075,727. A quarter of these funds was used to build the Memorial Hall, designed to provide headquarters for the then Wesleyan Methodist Church; in addition, it would also be used for a meeting place for all people, regardless of religious affiliation. As a result, this building became an ideal place for conferences and meetings on subjects such as religion, education, science, politics, and, in general, a place to discuss and deal

with the social issues. The building opening in 1912 and is now known as Central Hall Westminster. The Hall has hosted many important events of national and international significance over the years; the following highlight some of these events:

- Suffragettes campaigning for the vote for women met in the Hall in 1914;
- In 1946 the Hall was the venue for the General Assembly of the newly formed United Nations; and
- Notable historical figures have addressed audiences in this Hall, including Mahatma Gandhi, General De Gaulle, and Winston Churchill.

Surrounded with this much history, the choice of this site for the General Assembly, in which efforts to advance the cause and purposes of probation in Europe and indeed to influence other countries and jurisdictions, was ideal. This was especially true since the first world congress on probation hosted and organized by CEP and Probation Chiefs Association (England and Wales) would be held in the adjacent Queen Elizabeth II Conference Centre.

### The General Assembly

The General Assembly (GA) opened with a welcome from Sue Hall, Chair of the Probation Chiefs Association and Chief Executive of the West Yorkshire Probation Trust, who was pleased to see so many members present as well as interested observers. Full members of CEP are organizations and agencies from the following European countries: Albania, Austria, Belgium, Bulgaria, Channel Islands, Croatia, Czech Republic, Denmark, Estonia, Finland, France, Georgia, Germany, Hungary, Ireland, Italy, Kosovo, Latvia, Liechtenstein, Lithuania, Luxembourg, Macedonia, Malta, Moldova, the Netherlands, Norway, Portugal, Romania, Slovenia, Spain (Catalonia), Sweden, Switzerland, United Kingdom (England, Wales, Scotland, and Northern Ireland). Due to the worldwide financial crisis there have been a number of countries who have had to suspend or terminate their membership; they include Poland, Greece, and Spain. CEP is hopeful that their return would occur with improvement in the financial situations in those countries. There were also a number of associate and individual members present but they do not have vote on items present at the GA. This impressive listing of the members is significant since CEP was formed in 1981 by ten European countries with the purpose of bringing together managers,

practitioners, academics, stakeholders, and others working in the field of probation and criminal justice from all over Europe.



**Pictured, from left to right: Sue Hall, Chair of the Probation Chiefs Association; and Marc Cerón, CEP President.**

The growth in CEP over the last 30-plus years is remarkable and its outreach significant as measured through workshops and seminars presented in various European countries and in a published journal – *Euro-Vista*. They are actively pursuing project work through the European Union and have participated in a number of projects to assist developing probation services in Eastern European countries.

In his opening address to the GA, President Marc Cerón reminded the delegates of the advances CEP had made and of the future challenges facing CEP. He also remarked on the effort put forth by CEP and its partners in organizing the first world congress on probation and advised the group that there would be another world congress in 2015 in the United States with the American Probation and Parole Association and its partners, including CEP, involved in the organizing and planning of the congress.

### **Report from Malaga General Assembly and Activities 2010 - 2013**

The report from the 10th GA held in Malaga as well reports from the election and membership committees were received. The chair then moved the agenda forward by Board's report on the activities of CEP during the last three years. The report was organized around CEP's three strategic objectives:

1. To unite organizations and individuals working in probation and criminal justice;
2. To enhance the professionalization of the sector of probation in Europe; and
3. To raise the profile of probation at a national and European level.

An example of an important activity under the first objective is exemplified by the effort to produce the European Probation Values, which were published on the organization's website in September 2010 (See Spring 2011 issue of *Executive Exchange*). The purpose of this statement was to enable various probation organizations to unite around a common set of values. Following the completion of this task the Board worked on a new vision statement and a financial strategy for presentation to the General Assembly. Supporting the second objective CEP has organized 47 conferences that have taken place in 17 different countries. The third objective was supported by preparations for the first world congress on probation and the fact that staff and board members had visited over 27 different countries in Europe representing CEP at official meetings and participated in 65 official events.

### **Vision and Direction Statement**

The new vision statement was presented and adopted by the General Assembly and thus provides an overarching vision for probation in Europe. The adopted statement reads as follows: "To contribute to safer communities by rehabilitating and reintegrating offenders and providing the best possible interventions to reduce reoffending and the impact of crime." This statement is now combined with CEP's mission and directional aims.

### **Change of Name**

There was a lengthy discussion about the proposed name change and the debate was ended by a ballot vote; the consensus was the CEP logo be retained but that the tag line would now become Confederation of European Probation. Following from this was the adoption of the recommended changes of the stature that covered a number of matters involving definition of membership, finances, subscriptions, and contractual arrangements for the Secretary General and the composition of the board and the name change.

After this item Board Elections were held. Mr. Marc Cerón was returned as President of CEP for the next three years. The next General Assembly will be held in Bucharest, Romania, and hosted by the Ministry of Justice–Probation Department in 2016. The session adjourned following a brief address by re-elected President Cerón.

### **Conclusion**

CEP is facing similar resource issues that NAPE and other like-minded associations are facing due to reductions in Government grants and contributions. The need to seek projects in order to maintain the activities necessary to carry on the business of the organization and to fulfill its vision and mission are a constant challenge as is maintaining membership and growing the membership base. Having an opportunity to see how CEP is approaching this challenge was worthwhile; for example, the organization is attempting to expand the number of academic institutions that are associate members. Furthering the aims of CEP through collaboration and developing partnerships is a clear strategy as CEP moves forward. We can all learn from these efforts in order to assist us in growing NAPE and further our aims and objectives.

### **References**

- Beto, D.R., & Evans, D.G. (2007). Conference Permanente Europeenne De La Probation (CEP): A Report on the Ninth General Assembly and Conference. *Executive Exchange*, Fall.
- Beto, D.R. & Evans, D.G. (2010). The European Organization for Probation: Report on the Tenth General Assembly and Conference. *Executive Exchange*, Fall.
- CEP (2013). Agenda and Working Papers, September 10.
- CEP Statement on Probation Values and Principles Established (2011). *Executive Exchange*, Spring.

**Donald G. Evans** of Toronto, Ontario, Canada, is a member of the International Committee of NAPE and a contributing editor to *Executive Exchange*. Mr. Evans represented NAPE at the CEP General Assembly in London.

# CONSIDERATIONS OF THE POSITION OF A PROFESSIONAL PROBATION OFFICER FOR ADULTS AS AN AUTHORITY OF ENFORCEMENT PROCEEDINGS AND THE PLACE OF CURATORIAL JUDICIAL SERVICE WITHIN A COURT STRUCTURE IN POLAND

by

Magdalena Niewiadomska-Krawczyk, Ph.D.

While discussing management as it pertains to probation we must consider the issue on two planes or levels. First, we can view it as ‘personnel management’ that is the curatorial judicial service, its proper organization allowing for its appropriate functioning from the ‘inside’. Second, probation management is ‘task management’, aiming at most effective tasks execution, resulting in successes relating to affecting the convicts in non-detention settings. In this context modern management will not be merely limited to an appropriate organization of tasks performed by court-appointed probation officers but will also entail cooperation with other authorities and organizations with the purpose of accomplishing tasks entrusted in curatorial service.

It does seem, however, that our discussion on probation management – its basis, manner, and purposes it is to serve – must commence with the attempt to answer the question about the position of a court-appointed probation officer, and above all a professional probation officer for adults and the place for curatorial judicial service. Is the current structure satisfactory and, if not, in which direction should the modern management of probation advance in order to prove successful and, most of all, make the status of a court-appointed probation officer relate to the seriousness and prestige of performed tasks? This should be the starting point to further discussions on the subject of the place of the curatorial service, that is, should its place be within the court or is the service ready to obtain even more autonomy and to ‘leave behind the courts’ walls’.

Referring to the status of a professional court-appointed probation officer for adults, it is appropriate to focus on both – the structural dynamics shaping the position and the rules and regulations defining the position’s tasks.

The law on the structure of common courts<sup>1</sup> and the act on court-appointed probation officers<sup>2</sup> belong to the basic law acts shaping the position of a court-appointed probation officer. The first of these devotes very little attention to a probation officer, merely two articles. However, placing these two acts on probation officers in this particular law gives evidence that a probation officer is bound to a court and acts as an integral part within its structures. Pursuant to art. 147 § 2 of the act on the structure of common court and art. 154 § 1 and 2 of the same act, it is clear that court-appointed probation officers both, professional<sup>3</sup> and

social ones, form the curatorial service. They perform various activities within the scope of education, rehabilitation, and prevention, as well as others, as defined in special provisions. The act does not state the definition of a court-appointed probation officer though. It just leads to conclude that they form some separate service acting within a court structure and perform tasks related to the execution of court rulings.

The law on common courts structure does not provide with specificity the status of a court-appointed probation officer. Likewise, this law neither specifies the manner in which tasks are performed nor the organizational rules of the curatorial service, leaving this issue to the other of the above mentioned law acts, namely the act on court-appointed probation officers.

In the above mentioned act, it is pointless to look for the definition of a court-appointed probation officer. However, an analysis of general provisions allows one to conclude that a probation officer (court-appointed and social) is authorized by the law to perform tasks connected with the execution of court rulings. They fall within the scope of education, rehabilitation, diagnostic, and monitoring activities<sup>4</sup>. It is worth noting that tasks performed by a probation officer within this scope are performed mainly outside court walls, in accordance with art. 3 of the act on court-appointed probation officers; they occur in penal institutions and curative and rehabilitation facilities, as well as special education centers.

Therefore, we are faced with a member of a service acting on behalf of a court, whose main responsibility is to perform activities connected with the execution of court rulings, most of which are performed in the field. Provided such activities are related to the execution of a criminal judgment then this member is a probation officer for adults<sup>5</sup>. It must be noted that with the cre-

probation officers, performing only specific tasks, usually after their regular working hours or on days off work, who receive only “flat rate” for activities performed. In Poland, to become a professional probation officer a person must be a graduate of a relevant department, e.g., law, administration, education, etc., must have completed curatorial application and passed curatorial examination. At the same time, there are no such requirements on social probation officers, but it must be kept in mind that they perform only selected tasks related to the execution of court rulings and always remain under the supervision of a professional probation officer.

1 The Act of 27 July, 2001. Law on Common Courts Structure, Journal of Laws of 2001, No. 98, item.1070, as amended.

2 The Act of 27 July 2001 on Court-appointed probation officers, Journal of Laws of 2001 No. 98, item. 1071, as amended.

3 In Poland, there is a combined model of probation - professional and social. Curatorial judicial service is formed by professional probation officers - performing this work as “full-time” employees, who receive the salary and social

4 See art. 1 of the Law on Court-appointed probation officers

5 See art. 2 par. 2 of the Law on Court-appointed probation officers. In Poland, both professional and social probation officers are divided into probation officers for adults and for families. Probation officers for adults are those who carry out rulings of criminal courts, whilst probation officers for families execute court rulings of family and juvenile courts.

ation of the act on court-appointed probation officers, persons filling these positions were elevated in professional standing, consisting of a number of factors, including requirements facing candidates to this profession, the establishment and termination of employment, wage conditions, the path of promotion<sup>6</sup>, etc. However, attention should be drawn to the organizational connection to and the authority of the court. Article 4 of the act on court-appointed probation officers states that professional probation officers are appointed, dismissed, transferred to another court or a team, or suspended in their activities by the president of the district court, at the request of a district probation officer, who is also appointed by the same president<sup>7</sup>. Such a connection influences the position of professional probation officers and makes them dependent on and subordinate to the authority of the court.

Given the fact that a professional probation officer carries out court orders, there arises a question whether this organizational relationship is correct, or, when we speak about the management of curatorial judicial service, would some changes be desirable in this respect. It seems that this question has no single answer. For if we believe that a professional probation officer is only to be the 'executive' of court rulings, the 'right-hand' to the judge so to speak, that is a monitoring body which gathers information and makes suggestions on its basis to make certain modifications in the implementation of the sentence or other criminal law response to a crime, then from this perspective that organizational dependence does not seem to matter, although it certainly determines the position of a professional probation officer among acting bodies within the court.

If, however, we assume that a professional probation officer for adults, while enforcing the rulings of the criminal court and performing other actions ordered by the court, acts on their own and makes independent decisions aimed at the proper enforcement of the judgment of the court, it would seem only logical that the degree of independence should be larger. In this situation, this connection or organizational dependence can significantly reduce the position of a probation officer for adults resulting from the scope of their duties.

This means that while discussing the 'management of the probation' in terms of 'personnel management', we should strive to achieve the balance between the structural and organizational position of professional probation officers and their professional standing identified by a range of tasks. In that respect is there now balance or imbalance? The answer to this question will become possible only after the prior, even if superficial, analysis of the tasks performed by professional probation officers for adults.

First of all, it should be noted that the status of court-appointed probation officers for adults is supported by tasks, which are granted to them by the Executive Penal Code<sup>8</sup>. In light of art. 2, point 6 of the Executive Penal Code, a professional court-appointed probation officer is granted the authority for enforcement proceedings. This is very important since for the first time it places a professional probation officer among other bodies of

executive proceedings<sup>9</sup>. With such a position there are a range of related powers of a strictly procedural nature, such as the opportunity to participate in a setting when an act determines so<sup>10</sup>, an obligation to participate in a setting when the court deems this necessary<sup>11</sup>, the opportunity to file a complaint against the decision of a penitentiary judge to a penitentiary court, which shall revoke the decision of the authority as being contrary to the law<sup>12</sup>, the possibility to file to a court of first instance with the application on introducing changes to the manner of exercising the penalty of liberty restriction, the replacement of the sentence and exemptions from the rest of the sentence<sup>13</sup>, and finally, the opportunity to make an application to the penitentiary court for early parole to serve the remainder of the penalty imprisonment<sup>14</sup>, or to appeal to the Appeal Court for a decision rejecting the request<sup>15</sup>.

While the list of activities for a probation officer for adults is impressive and extremely important from the point of view of implementation of decisions of the criminal court, when examining the host of agencies which are involved in enforcement activities pursuant to the Executive Penal Code, it is difficult to determine the place of a probation officer for adults among these bodies. As a rule, entities involved in enforcement proceedings are divided into the judicial authorities (the court of first instance or its equivalent, the penitentiary court, President of the Court or an authorized judge, penitentiary judge) and non-judicial authorities<sup>16</sup> (the penal institution director, provincial director and CEO of the Prison Service, judicial and administrative enforcement authority, the tax office). Consequently, a professional probation officer falls among non-judicial authorities. However, as it can be clearly observed, they are the only non-judicial authority involved in enforcement proceedings acting within court structures and closely connected, and even as indicated above, in some way dependent on the courts.

At this point once again one can ask a question about the validity of this approach. In this matter, practitioners' opinion would be particularly valuable. On one hand, the proximity to the court<sup>17</sup> provides an easier contact with the judge, the opportunity to discuss issues, present the results of performed activities entrusted, etc. But is it a good enough reason not to consider making changes in this area?

One has to bear in mind the fact that a professional probation officer for adults operates under the relevant legislation of the Penal Code and the Executive Penal Code<sup>18</sup> and regulations<sup>19</sup> issued on the basis of both, also performs other tasks relevant to the enforcement of sanctions and responding to crime. These ac-

9 Compare S. Lelental, the Executive Penal Code. Commentary, ed. C.H.Beck, Warszawa 2010, p 48.

10 Art. 22 § 1 of the Executive Penal Code

11 Art. 22 § 3 of the Executive Penal Code

12 Art. 34 § 2 of the Executive Penal Code

13 Art. 66 § 1 of the Executive Penal Code

14 Art. 161 § 2 of the Executive Penal Code

15 Art. 162 § 3 of the Executive Penal Code

16 Compare S. Lelental, *op. cit.*, p 49

17 See art. 68 and art. 75 of the Penal Code

18 See art. 169 – 173a of the Executive Penal Code

19 See Regulation of the Minister of Justice of 26 February 2013 on how to carry out the duties and powers of the court-appointed probation officers in criminal regulations, Journal of Laws of 11 March, 2013.

6 See art. 5-34 of the Law on Court-appointed probation officers

7 Compare art. 4 of the Law on Court-appointed probation officers

8 The Act of June 6, 1997, the Executive Penal Code, Journal of Laws of 1997, No. 90, item. 557, as amended

tivities tend to focus on holding offenders accountable through supervision, monitoring conditions of probation imposed on the offender, and the execution of the penalty of restriction of liberty and community service in exchange for an unsettled fine or the execution of ordered punitive measures. The analysis of the relevant provisions of the Penal Code and the Executive Penal Code reveals the trend to raise the rank of a professional probation officer for adults as the authority for enforcement proceedings. Subsequent amendments to the criminal law and criminal punishment law strengthen the powers of professional probation officers, allowing for more autonomy in the implementation of decisions, which significantly increases their role.

An example is the amendment, entered into force on 8<sup>th</sup> June, 2010, which authorized the professional probation officer responsible for the process of execution of the penalty of restriction of liberty<sup>20</sup>. His powers are no longer limited to merely organizing and monitoring the performance of works specified by the court, but authorizes the professional probation officer to direct the specified works<sup>21</sup>. In addition, since January 2012, with the introduction in the Penal Code of the provision that the professional probation officer for adults is to give warnings to an offender, to whom the court applied a conditional discontinuance of proceedings<sup>22</sup>, conditional suspension of sentence<sup>23</sup> or conditional parole<sup>24</sup>, in the event of violation of the law by the offender during the probation period. Another change in criminal punishment law pertaining to the tasks for court-appointed professional probation officers for adults is a clear indication in Chapter 11 of the Executive Penal Code of rights and duties of court-appointed probation officers, associated not only with the supervision but covering all activities related to the implementation of measures of probation, resulting in the release of appropriate implementing act in this subject matter.

---

20 This amendment covered among others Article 34, Art. 35 and Art. 36 of the Penal Code

21 See art. 57 § 1 of the Executive Penal Code

22 Art. 68 § 2a of the Penal Code

23 Art. 75 § 2a of the Penal Code

24 Art. 160 § 4 of the Penal Code

In summary, it must be concluded that the rank of a professional probation officer for adults, measured by the dimension of entrusted tasks, is not commensurate with the structural and organizational position of the probation officer as a part in the enforcement proceedings. Changes to the law allowing the probation officer with some greater autonomy in the implementation of court rulings do not go hand in hand with the independence of the formation under consideration. When addressing this issue to the management of probation, it is worth considering the need for and directions of any potential changes in this regard.

Certainly, of key importance to the resolution of this issue will be to indicate the position of curatorial service, i.e. whether it is still to remain court-appointed or whether it should take the form of the Probation Service, similar perhaps to the prison, customs, or civil service, etc. The decision on granting independence to the curatorial judiciary service from the court and court authorities will probably require far-reaching changes not only in terms of the status of a professional probation officer, but also in regard to the organization and functioning of the entire service.

It is possible to imagine that a professional court-appointed probation officer as well as the district one is appointed, dismissed, etc. by the Minister of Justice, exercising administrative supervision over curatorial judiciary service. In terms of the model of the probation service if it is to be an 'out of court' service, then the powers of local government bodies certainly should be strengthened, such as forming opinion on candidates for the position of a professional probation officer, the district probation officer, in order to attain a higher degree of a probation officer, etc. Last, but not least, the organizational structure and the supervisory authority are just as much worth considering.

**Magdalena Niewiadomska-Krawczyk, Ph.D.**, is an Assistant Professor in the Department of International Criminal Law at the University of Łódź in Łódź, Poland. Dr. Niewiadomska-Krawczyk previously visited the United States as part of an exchange program hosted by the National Association of Probation Executives and the Correctional Management Institute of Texas at Sam Houston State University.



## FROM THE BOOKSHELF

*Executive Exchange* welcomes reviews of books and periodicals dealing with community corrections, the criminal justice system, research and evaluations of correctional programs, and management and leadership issues.

The book reviews found in this issue of *Executive Exchange* have been contributed by: Dan Richard Beto, a past President of the National Association of Probation Executives and the Chair of the Publications Committee; Donald G. Evans, a past President of the American Probation and Parole Association and a contributing editor to *Executive Exchange*; and Ashley C. Brown, Case Manager, Crossroads Day Reporting Centre, St. Leonard's Society of Toronto.

### LEADERSHIP QUALITIES EXAMINED

Review of *Indomitable Will: LBJ in the Presidency*, by Mark K. Updegrove, Crown Publishers, New York, 2012, pp. 384 (hardcover).

As part of my membership in the Friends of the LBJ Library, an organization that supports the Lyndon Baines Johnson Presidential Library and Museum in Austin, I received *Indomitable Will: LBJ in the Presidency*, autographed by the author – Mark K. Updegrove. Now before any of my colleagues accuse me of being a democrat or having a particular political bias, which I don't when it comes to studying presidential leadership, let me quickly note that I belong to similar organizations that support the two other presidential libraries in Texas – the George Bush Presidential Library and Museum in College Station and the George W. Bush Presidential Center in Dallas.

A graduate of the University of Maryland, Mark K. Updegrove is a historian, political commentator, and the Director of the Lyndon Baines Johnson Presidential Library and Museum in Austin, Texas, since 2009. In addition, he is the author of *Baptism by Fire: Eight Presidents Who Took Office in Times of Crisis* and *Second Acts: Presidential Lives and Legacies after the White House*.

Having read a number of biographies of LBJ, including the voluminous series by Robert Caro, initially I gave little thought to *Indomitable Will* until one spring rainy day, when I picked it up and began reading it. I had difficulty putting it down, and finished it the following day.

This book is a study in leadership, in which the author, drawing from a number of original sources, does an excellent job of describing those qualities – both positive and negative – that defined the enigmatic 36th President of the United States. The book contains a number of quotes, some quite long, many from Johnson himself, and from people who knew him, including George Christian, Bob Hardesty, Edward Kennedy, Harry McPherson, George Ball, Dean Rusk, Jack Valenti, George McGovern, John Gardner, Joseph Califano, John Lewis, Nicholas Katzenbach, Roy Wilkins, Richard Goodwin, Hubert Humphrey, Lady Bird Johnson, George H. W. Bush, Fannie Lou Hamer, Clark Clifford, Bill Moyers, Barry Goldwater, Thurgood Marshall, Gerald R. Ford, Jake Pickle, John Connally, Walter Cronkite, Billy Graham, and countless others. And while some neither liked nor respected Johnson, most acknowledged he was a person who thrived in the political arena, who had considerable passion about a number of social issues, and who was “a doer” – a man who got things done.

Throughout the book Johnson's complex personality is probed. In addition, his relationship with the Kennedys, how he

worked people to get things accomplished, poverty, education, civil rights and race relations, the Great Society legislation, and the impact the Vietnam War had on the country and him are examined. This book contains some fascinating stories, from Johnson ordering pants from the Haggar Clothing Company to how he finessed the American Medical Association to endorse Medicare.

Updegrove provides a particularly touching story of Johnson and the passage of Medicare, quoting Jack Valenti, Special Assistant to the President from 1963 to 1966 who went on to become the longtime President of the Motion Picture Association of America:

Johnson said, “I'm going to make Harry Truman's dream come true. Old folks are not going to be barred from a doctor's office or a hospital because they don't have any money for medical attention. They are never again going to have to be sick and hurt and cry alone. It's a goddamned crime,” he said, “and we're never going to have that happen again in this country. When this bill is passed, I'm going to Independence, and I'm going to sign it in Harry Truman's presence.” He did exactly that.

On July 30, 1965, Johnson traveled to the Harry S. Truman Library and Museum in Independence, Missouri, where the eighty-one-year-old Truman, lean and bent with age, his wife, Bess, in tow, watched Johnson sign Medicare into law. Proclaiming the thirty-third president the “real daddy” of Medicare, Johnson awarded President and Mrs. Truman the first two Medicare cards, numbers one and two. “He had started it all, so many years before,” Johnson wrote of Truman later. “I wanted him to know that America remembered.”

Considering his current position, the author is to be commended in that he does a good job of describing the multifaceted Johnson without resorting to hagiography.

Perhaps the late Bob Hardesty, Assistant to the President from 1965 to 1969 and later President of Southwest Texas State University, sums up Johnson best: “Allowing for shades of subtlety, there were as many LBJ's as there were people who knew him.”

This is a well written book and it is an easy read. Regardless of one's political persuasion, persons interested in the study of leadership, behavior, politics, and American history would certainly enjoy reading *Indomitable Will*.

Dan Richard Beto

### MANAGING MASS REENTRY

---

Review of *Pathways for Offender Reentry: An ACA Reader*. Russ Immarigeon and Larry M. Fehr, Editors, American Correction Association, Alexandria, Virginia, 2012, pp. 285 (paper).

---

In 2005 Jeremy Travis published *But They All Come Back: Facing the Challenges of Prisoner Reentry* where he alerted us to the fact that mass incarceration was leading to a crisis of mass re-entry! He was worried about the lack of preparation and policy attention to offender reintegration and the lax approach being taken towards prisoner reentry. It was in response to this situation that Larry Fehr (1952-2010), Chair of the American Correctional Association's (ACA) Community Corrections Committee, served as the theme coordinator of *Corrections Today* issue focused on reentry (2009). It was his intention to develop these submissions together with additional articles into a book on reentry. After his sudden passing his work was taken up by Russ Immarigeon to complete the project. This is a timely and useful addition to the literature on reentry and goes a long way to address Travis's concerns about the lack of attention given to reentry program and policy issues.

The editors have created a collection of twenty-one informative articles that provide an explanation and demonstration of why reentry matters. They begin with an introduction that presents factual information about the circumstances of mass incarceration and the subsequent need to manage mass reentry. The rest of the book is divided into five parts dealing with subjects and themes such as: prisoner reentry, the value of collaborative partnerships, successful reentry work, future perspectives, and a useful section of further readings and resources on the subject of reentry.

Immarigeon and Fehr have selected a good cross section of the work on reentry that among other themes stresses the importance of collaboration and partnerships in managing mass reentry. Out of the 21 articles included in this book, I have selected five that I found particularly interesting and insightful for the issues covered or the introduction of much needed new ways of thinking about how we manage reentry.

Marc Maur's contribution on collateral consequences of criminal convictions covers the issue succinctly explaining what the consequences are and then suggests some key recommendations that would contribute to the alleviation of the consequences on released prisoners and their families. A key recommendation is his suggestion that government should "create a federal standard on the uses of criminal background checks for employment purposes when screening for arrest and conviction. A standard should consider the relationship between the offense and the job position, how long ago the offense occurred, the severity of the offense, and any evidence of rehabilitation."

My second selection is a description of Ohio's ex-offender reentry coalition by Ernie L. Moore, former Director of the Ohio Department of Rehabilitation and Correction. The purpose of the "reentry coalition" is to advance productive offender reentry, reduce recidivism, and enhance public safety through collaborative partnerships with government entities and community based organizations including faith based agencies. One of the key elements in this coalition is the statutory support given it by legislation. In conclusion, Moore notes that all reentry is local

and the accomplishments to date are a result of an ever-evolving set of state, local and civic partnerships. This is an approach that I believe could be replicated in other jurisdictions provided it could achieve support of the legislature.

Successful reentry work is the editor's section that includes three articles that cover issues related to what makes for a successful reentry initiative. The areas covered are; challenges to programming, implementing prison reentry programs, and thirteen parole supervision strategies to enhance parole outcomes. Two issues emerge from reading these three contributions, first the effort necessary to have a successful implementation of an evidenced-informed strategy and secondly the crucial need for sustainability of resources for the continued development of the initiatives.

I am interested in how released prisoners can desist from crime and in the process that gives them a new, positive identity that moves them from the handicapping status of ex-offender to a contributing member of society.

There is emerging literature on the importance of the supervising staff's role in contributing to successful reentry and the article by Randy Shively suggests a direction that agencies can take that would assist clients to embark on the road away from crime. He discusses the efforts at Alvis House in Columbus, Ohio, to create a therapeutic culture that would enable clients to improve their lives and their life chances. I believe we will see more efforts like Shively reports on in the future as the importance of establishing a therapeutic alliance with released prisoners is recognized. The current discussions of core correctional practices hint at this movement as does the desistance literature.

When you survey the reentry scene you begin to notice the emergence of a new set of voices that have been silent or ignored in the past, the voices of convicted individuals. The renewed interest in qualitative research, the emergence of social media and the development of convict criminology have added to our understanding of issues and barriers to reentry facing released prisoners. The editors have included an interesting article entitled "The Challenge of Pragmatic Solutions: Convict Criminology, Prisoner Reentry and Public Policy." The authors advise that convict criminology seeks to educate the public, academics, and policymakers about the realities of confinement and the social and psychological barriers to productive and safe community reintegration. In this chapter they make recommendations that include the following: increase and expand the scope of restorative justice programs, end the war on drugs, prepare offenders properly for release, improve medical services, and provide more community resource and treatment centers. The contributions of convict criminology may, as James Gondles, Executive Director of ACA, notes in the forward, offer fresh thinking and other approaches to the challenges of facing corrections.

Immarigeon and Fehr have provided us with ideas on effective reentry efforts that involve all the critical factors in a released prisoner's successful reentry from family engagement to post-incarceration employment and housing! This is a detailed exploration of offender reentry and should be required reading for community correctional practitioners as well as policymakers.

Donald G. Evans

---

---

## THE COMPLEXITIES OF TRAUMA

---

Review of *Becoming Trauma Informed*, by Nancy Poole and Lorraine Greaves, Editors, Centre for Addiction and Mental Health (CAMH), Toronto, 2012, pp. 404 (paper).

---

*Becoming Trauma Informed*, a publication from the Centre of Addiction and Mental Health (Knowledge and Innovation Support Unit), is collection of 29 thought-provoking articles intending to educate the reader on the complexities of trauma and the benefits to client service when principles of trauma informed care are weaved into the existing policies and practices used in helping professions – especially within treatment settings related to violence, mental health and substance abuse. Edited by Nancy Poole and Lorraine Greaves, the book is broken down into three main groups; Part 1 asks “What is ‘Trauma Informed’ in Theory and Practice?” Part 2 considers “Trauma-informed Practice for Diverse Client Groups and in Specific Settings,” and Part 3 explores “Changing the System through Education and Innovation.” Within each part are sections tackling themes such as Theory, Practice, Diverse Groups, Diverse Settings, Education, and Innovation; all of which explore trauma through the lens of a diverse group of service providers and their respective fields of interest.

The introductory chapters of the book provide a solid foundation for the reader to form an understanding of what is trauma, the biological responses to trauma, and considerations for the disclosure of trauma in therapeutic settings. Further, principles such as flexibility, collaboration, safety, choice, and empowerment are thoroughly examined and paralleled to the positive impacts these principles can have in developing therapeutic relationships, increasing motivation, sustaining change, and building a positive self concept that validates the client. In chapter 6, for example, author Maria Haarmans considers ways in which trauma informed practice can enhance cognitive behavioral therapy for psychosis and argues in favor of using an empowerment model that increases collaboration and choice when working with clients. Using the empowerment model, Haarmans advocates in favor of clients becoming active participants in his/her treatment plan by having them identify and prioritize treatment needs, collaboratively setting an agenda during each meeting, having the therapist seek feedback and insight on progress and goals, asking for ideas and providing choice in homework, and regularly checking for client understanding through summaries.

In part two of *Becoming Trauma Informed*, several chapters offer an in depth look at how organizations such as the Jean Tweed Centre and the Centre for Addiction and Mental Health (CAMH) in Toronto, Ontario, have incorporated trauma informed care into existing practices and organizational values.

Julia Bloomenfeld and Tammy Rasmussen describe the Jean Tweed Centre as experiencing a “shift” in the centre’s approach to traditional practices that included no longer viewing trauma and substance abuse as separate issues and instead enhancing their current practices to include a more holistic approach to care. Among other practices, the centre also expanded the agency to improve infrastructure and increase capacity, developed interview practices that would better reflect the type of staff they were seeking, increased flexibility through the use of “program guidelines” as opposed to “program rules,” and invested into intensive staff training that included non-clinical staff such as reception. It is argued that investing into non-clinical staff allowed for all women entering the program to feel safe and comfortable immediately upon arrival to the program. Similarly, CAMH explains how its inpatient psychiatric unit changed existing policies and practices to apply trauma informed practices when using restraint and seclusion preventions on patients to decrease retraumatization and increase patient well-being. Unlike the Jean Tweed Centre, CAMH describes the difficulties and dissenting opinions among staff when altering policies to include trauma informed care as a means to support the use of seclusion and restraint. Both the Jean Tweed Centre and CAMH are examples of two unique organizations, each with its own respective set of challenges, which have modified current practices to better include flexibility, empowerment, and safety in an effort to meet the complex needs of its clients.

Overall, *Becoming Trauma Informed* provides many advantages to readers who are not only interested in gaining a better understanding of concepts related to trauma informed care, but who are also interested in developing an enhanced awareness of how other treatment providers and services have implemented these concepts into their existing frameworks of client care and support. The book describes a “shift in paradigm” that acknowledges the significant role trauma can have in the lives of women and men. Instead of asking the question “What’s wrong with her?” the reader is asked to consider this question from the perspective of, “What’s happened to her?” and shift the focus from a deficit-based perspective to an empowerment and strength-based perspective. It recognizes that trauma informed care does not require the specific disclosure of trauma in order to be helpful and that, similar to health care, a set of “universal precautions” should be employed that assumes all clients have encountered trauma (whether through discrimination, racism, violence, abuse, neglect, colonialism, etc.) in his/her life that contribute to the complexities of the individual as a whole.

I recommend this book for any person who is interested in a wide range of content that examines the issues of trauma from individual, organizational, and systemic perspectives.

Ashley C. Brown

---

---

## NEWS FROM THE FIELD

---

### NEW CHIEF IN IROQUOIS AND KANKAKEE COUNTIES, ILLINOIS

**Thomas E. Latham** has been appointed to replace **P. Carl Brown** as Chief of Probation and Court Services for the 21st Judicial Circuit in Iroquois and Kankakee Counties, Illinois.

Brown, a Kankakee city alderman, began his career in the probation department in 1983 and was appointed chief in 2009. He retired at the end of May 2013.

Latham, who has recorded close to two decades of service, was a probation officer for ten years before become a supervisor in the department's juvenile division.

"I appreciated serving under Chief P. Carl Brown until his retirement," Latham said in a statement. "We share similar goals for the department. We want to get assigned caseloads to a more manageable number in order to have the probation officers back in the community."

### SEALE NEW CHIEF IN SACRAMENTO COUNTY, CALIFORNIA

According to a press release from **Stacy Boulware Eurie**, Presiding Judge of the Juvenile Court of Sacramento County, California, **Lee Seale** has been named Chief Probation Officer.

Seale comes to the department with considerable experience in the California corrections system. He most recently served as California Department of Corrections and Rehabilitation's (CDCR) Director of Internal Oversight and Research and Acting Secretary of Legislative Affairs, developing and implementing legal, legislative, and administrative policies related to prison overcrowding, realignment, parole reform, recidivism research, and community corrections initiatives.

According to the press release, Seale has been instrumental in adult realignment legislation and there is no more critical issue right now before any county probation department than the issues of realignment. He has effectively crafted and implemented evidence based practices and treatment programs for some of California's most serious adult and juvenile offenders. He has worked with public and private leaders on the most critical issues of public safety in the wake of realignment and his experience partnering with public and private agencies will guide the department as it strengthens offender supervision, treatment, services and accountability.

**Matt Cate**, former Secretary of the California Department of Corrections and Rehabilitation and current Executive Director of the California State Association of Counties, states that "Lee Seale is a proven law enforcement leader and a great choice for Chief Probation Officer. His expertise in applying evidence-based supervision and treatment practices will help improve public-safety outcomes in Sacramento County."

Before working with CDCR, Seale was a special assistant inspector general with the Office of the Inspector General monitoring internal affairs investigators and legal staff for the prison system.

A graduate of the University of California-Davis School of Law, Seale also served for a number of years as a deputy attorney

general in the criminal division of the Office of the Attorney General, handling trial matters throughout the state and arguing before the Court of Appeal and California Supreme Court.

### CARDALL MOVES TO YOLO COUNTY, CALIFORNIA

Yolo County Administrator **Patrick Blacklock** announced on June 10, 2013, the appointment of **Brent D. Cardall** as Chief Probation Officer. Cardall will be filling the position currently held by Interim Chief Probation Officer **Marlon Yarber**. Who will remain with the department. Cardall has served as San Benito County's Chief Probation Officer for the past five years.

"Brent Cardall brings 27 years of experience to Yolo County in the criminal justice field, most recently as a guiding force in evidence-based practice in San Benito County," said Blacklock.

Prior to his tenure with San Benito County, Cardall served as an adjunct professor for Weber State University in Ogden, Utah, teaching courses in the areas of ethics, criminal justice, and probation and parole. At the same time, he was the director of the inmate placement program in Draper, Utah, overseeing 22 county jails. He has also served as a regional administrator for adult probation and parole in both Salt Lake City and Ogden, Utah.

Cardall holds an associate's degree in criminal justice from Salt Lake Community College, a Bachelor of Arts degree in criminal justice from Columbia College, and a master's degree in human resource management from Webster University.

Three of the last five years, Cardall has received California State Association of Counties Challenge Awards which recognizes the creative spirit of California county governments as they find innovative, effective and cost-savings ways to provide programs and services. The most recent award was for implementing the Grow Strong Program in San Benito County, otherwise known as "Booked in a Different Way." This program promotes the rehabilitation of probation offenders and supports the success of at-risk children by encouraging parents to read with their children.

"I look forward to this opportunity, and the related responsibility to protect the Yolo County community, provide services to the court and assist clients in changing their criminal behavior," said Cardall.

### MASSACHUSETTS PROBATION SERVICE ADDS 21 NEW CHIEFS

In a June 2013 press release issued by the Office of the Commissioner of Probation for Massachusetts, it was announced a group of 21 men and women recently joined the rank of Chief Probation Officer at courts across the Commonwealth.

The new Chief Probation Officers include: **Deirdre Kennedy**, Boston Municipal Court (BMC)-Dorchester; **Amy Koenig**, Berkshire Probate and Family Court; **Michele Mullin**, Bristol Probate and Family Court; **Donna Feinberg**, Norfolk Probate and Family Court; **Carmen Gomez**, Chelsea District Court; **Antoinetta DeAngelis**, Greenfield District Court; **Lonnie Welchman**, Barnstable Juvenile Court; **Jane Pendergast**, Northampton District Court; **George Scott An-**

**gelo**, Middlesex Probate and Family Court; **Mark Prisco**, Norfolk Juvenile Court; **Diane Massouh**, Gardner District Court; **Richard Guzzi**, Newton District Court; and **Vincent Penna**, Franklin/Hampshire Juvenile Chief.

Nine of the newly appointed Chiefs served in the capacity of Acting Chief prior to being named permanent Chiefs. They include **Leonard Enos**, Orleans District Court; **Patrick Foley**, Uxbridge District Court; **Kevin Martin**, Bristol Juvenile Court; **Michael Branch**, Brockton District Court; **Steven Mastandrea**, Lowell District Court; **Brian Weber**, Barnstable Superior Court; **Donald "Butch" Nielsen**, Wareham District Court; and **Brian Monaghan**, Essex Probate and Family Court.

"This group of new Chief Probation Officers are accomplished and bring years of experience to their positions," said Probation Commissioner Edward Dolan. "A Chief Probation Officer is a key part of the management team in each court. The newly-appointed Chiefs are a shining example of the talent that exists in the Massachusetts Probation Service."

### NEW CHIEF PROBATION OFFICERS APPOINTED IN GEORGIA

According to press releases from the Georgia Department of Corrections, several new Chief Probation Officers have been appointed by Commissioner **Brian Owens** during the month of July.

**Cindy Murphy**, a graduate of Georgia Southern College with a degree in criminal justice, has been promoted to Chief Probation Officer for the Western Judicial Circuit. Murphy will be responsible for the oversight of 16 staff members and the supervision of felony probationers in this circuit.

Murphy began her career with the Department in 1989 at the Savannah Probation Office where she served as a Court and Field Officer. In 1992, she transferred to the Athens Probation Office and has served as a Court, Field, Field Training, IPS and SPS officer. She was promoted to Probation Officer III in 2009 where she most recently served.

**Christina Parker** was named Chief Probation Officer for the Chattahoochee Judicial Circuit and will be responsible for the oversight of 35 staff members and the supervision of felony probationers.

Parker began her career with the Department in 2006 in the Gainesville Probation Office. In 2007, she transferred to the Cumming Probation Office where she served as the Sex Offender Officer. She returned to the Gainesville Probation Office in 2008 to work in the Gainesville Day Reporting Center. In 2011, she was promoted to Probation Officer III in the Columbus Probation Office. She was later promoted to Athens Day Reporting Center Administrator in 2012, where she most recently served.

She earned a bachelor's degree in criminal justice and a master's degree in public administration from North Georgia College. She is an active volunteer with the Georgia Meth Project and has served as the Regional Volunteer Coordinator in Muscogee County in 2012.

**Jasmin Hill** was promoted to Chief Probation Officer for the Rockdale Judicial Circuit, and will be responsible for the oversight of 13 staff members and the supervision of felony probationers.

Hill began her career with the Department in 1999 as a Probation Officer in the Stone Mountain Judicial Circuit. In 2005,

she transferred to the Morrow Probation Office in the Clayton Judicial Circuit and then moved to the Atlanta Judicial Circuit in 2009. During her time in Atlanta, she supervised various caseloads, including split sentences and intensive probation supervision. In addition, she participated in various Atlanta Joint Task Force operations. In 2011, she was promoted to Probation Officer III and returned to the Stone Mountain Judicial Circuit.

Hill received her bachelor's degree in criminal justice from Alabama State University and her master's degree in management with a specialization in public administration from the University of Phoenix.

**Marnesha Oliver**, a graduate of Morris Brown College with a degree in criminal justice, was named Chief Probation Officer for the Paulding Judicial Circuit, and will be responsible for the oversight of 15 staff members and the supervision of felony probationers in the circuit.

Oliver began her career with the Department in 2001 as a Probation Officer I in the Central DeKalb Probation Office. In 2004, she transferred to the Dallas Probation Office where she assumed standard and high caseloads while being a part of the court team. Oliver transferred to the Atlanta Judicial Circuit in 2007, where she was a part of the revocation team and later assumed the duties of a Sex Offender Probation Officer. In 2010, she was promoted to a Probation Officer III in the Atlanta Judicial Circuit. During this time, she worked closely with the Atlanta Community Impact Program and was the Physical Fitness Coordinator for the circuit.

**Christy Thomas** was promoted to Chief Probation Officer for the Douglas Judicial Circuit where she will be responsible for the oversight of 24 staff members and the supervision of felony probationers.

Thomas began her career with the Department through an internship at the Athens Diversion Center during her last semester at the University of Georgia. In 2002, she became a Probation Officer at the Marietta South Probation Office and later transferred to the Douglas Judicial Circuit. In 2006, she was promoted to Probation Officer III in the Douglas Judicial Circuit where she most recently served.

She received a Bachelor of Science degree in psychology and a Bachelor of Arts in criminal justice from the University of Georgia.

The Georgia Department of Corrections is responsible for supervising nearly 60,000 state prisoners and more than 160,000 probationers. It is the largest law enforcement agency in the state with approximately 12,000 employees.

### FASANO NAMED DEPUTY COMMISSIONER OF PROBATION IN MASSACHUSETTS

In July 2013 Probation Commissioner **Edward J. Dolan** named **Dianne Fasano** Deputy Commissioner in the Field Services Division in the Office of the Commissioner of Probation (OCP).

As the Deputy Commissioner, Fasano will manage field services operations for local probation offices across the state. In this role, she will assist the Probation Commissioner with developing and establishing policy and procedures; revising standards of practice governing the professional responsibilities for all Probation Staff; and overseeing Probation Officer performance audits. Strategic planning, policy development for field

services and addressing the overall needs of local Probation divisions are also among Fasano's duties.

A 20-year employee, she began her career in the Massachusetts Probation Service as a Research Analyst at OCP in 1993. She became a Probation Officer at Ayer District Court the following year. In 2000, Fasano was promoted to the position of Assistant Chief Probation Officer at Leominster District Court. Four years later, she was named Chief Probation Officer at the Court. In 2006, Fasano returned to OCP as a Regional Supervisor for Worcester County.

"Ms. Fasano is a great example of the talent we have in the Massachusetts Probation Service. The Deputy Commissioner of Field Services plays a vital role in probation operations which has an important impact on public safety in communities throughout the Commonwealth," said Dolan.

"I am both honored and excited to take on this new role in our agency. I am looking forward to working with my colleagues to further enhance Probation and its operations," Fasano commented.

Fasano holds undergraduate and master's degrees in criminal justice from the University of Massachusetts-Lowell which she earned in 1990 and 1991 respectively.

### LONGTIME PHILADELPHIA CHIEF RETIRES

On July 12, 2013, **Robert J. Malvestuto**, Director of the Philadelphia Probation and Parole Department, retired following a distinguished career that exceeded four decades. A lifelong Philadelphian, he began his career at the First Judicial District of Pennsylvania Adult Probation and Parole Department on June 26, 1972.

During his tenure with the department, Malvestuto, who earned a bachelor's degree from Thomas Edison State University, held several specialized positions of increasing responsibility, culminating with his appointment as Co-Chief in 1998. After the retirement of his Co-Chief in early 2007, Malvestuto became the sole Chief Probation and Parole Officer.

In addition to the day to day responsibilities that go along with managing a large criminal justice agency, Malvestuto was involved in a number of projects outside the department. During the late 1990s, he served on the Youth Violence Reduction Project with Public/Private Ventures and the Juvenile Crime Enforcement Coalition Steering Committee. As a result of these activities, he was appointed to the city-wide Youth Violence Reduction Partnership Steering Committee. He was also a member of the Reinventing Probation Council, a project of the Center for Civil Innovation at the Manhattan Institute of New York, whose work led to the production of two highly acclaimed monographs – *"Broken Windows" Probation: The Next Step in Fighting Crime* and *Transforming Probation Through Leadership: The "Broken Windows" Model*.

Malvestuto was a member of the Philadelphia Offender Consensus Process which produced a report on parole reentry entitled *They're Coming Back: An Action Plan for Successful Reintegration that Works for Everyone*, and he served on the Advisory Council that oversaw the implementation of the report's strategies. He was Co-Chair of the Pre and Post Release Subcommittee, where he co-authored the published report *A Coordinated Reentry Plan for Philadelphia County Inmates*. In 2010 he co-authored "Low-Intensity Community Supervision for

Low-Risk Offenders: A Randomized, Controlled Trial" published in the *Journal of Experimental Criminology*.

In the spring of 2009, Malvestuto oversaw the complete reorganization of the department using an actuarial risk tool developed by researchers at the University of Pennsylvania. Using this tool, offenders are categorized as low, moderate, or high risk depending on their likelihood of committing a new serious offense. The departmental reorganization has shifted resources from those offenders least likely to commit a new serious offense to those most likely to do so in order to maximize the department's impact on public safety.

During his tenure Malvestuto introduced a rigorous management tool, PROB-START, which holds Directors and Supervisors accountable for the operations within their units through monthly reviews of statistical packets of information on contacts, new arrests, and a myriad of other measures.

In addition to the National Association of Probation Executives, Malvestuto is a member in numerous professional organizations, including the American Probation and Parole Association, the Fraternal Order of Police-Criminal Investigators Lodge, the Pennsylvania County Chiefs Association, the National Association for Court Management, and the Pennsylvania Association on Probation, Parole, and Corrections.

In 2010 the National Association of Probation Executives recognized Malvestuto with the *Dan Richard Beto Award* for his contributions to the probation profession.

### CHAVEZ SUCCEEDS PENNER IN FRESNO COUNTY, CALIFORNIA

On August 15, 2013, longtime probation officer and administrator **Rick Chavez** was administered the oath of office as head of Fresno County's Probation Department, replacing Chief Probation Officer **Linda Penner** who assumed a new position in Sacramento.

The 29-year county veteran, who possesses a bachelor's degree in criminology from Fresno State University, will head up a 650-person department that is responsible for monitoring and assisting roughly 10,000 newly-released jail and prison inmates; the department's budget is \$64 million. The department's mission has gotten increasingly difficult as the state's much-debated prison realignment has pushed more and more inmates into county hands.

Penner, who has been with the department since 1977 and has served as Chief Probation Officer since 2005, has served as President of Chief Probation Officers of California. She worked with the California Governor **Jerry Brown** to develop and usher in the statewide realignment program, an initiative put in place to help relieve prison overcrowding. Penner's new job is to head up the Board of State and Community Corrections.

### NEW ISSUE OF EUROPEAN JOURNAL OF PROBATION PUBLISHED

The September 2013 issue of the *European Journal of Probation* is now available and may be accessed online.

This publication, which contains a number of interesting articles, can be accessed at: [http://www.ejprob.ro/index.pl/current\\_issue](http://www.ejprob.ro/index.pl/current_issue).

Earlier issue of this publication may be retrieved by going to the following link: <http://www.ejprob.ro/index.pl/archive>.

#### EMCDDA DRUGNET ONLINE

The July-September 2013 issue of Drugnet, a newsletter of the European Monitoring Centre for Drugs and Drug Abuse (EMCDDA), may be read online.

Featured in this issue are articles on screening for hepatitis B and C infection in Europe, the second international conference on novel psychoactive substances, the EMCDDA report on models of addiction, New Zealand's efforts to regulate new drugs, and 5-IT recommendations for control at the European Union (EU) level.

This publication may be accessed by going to the following link: <http://www.emcdda.europa.eu/publications/drugnet/83>.

For information about the work of the EMCDDA and to access the organization's recent publication, visit this website: <http://www.emcdda.europa.eu/>.

#### NIJ & CDC JOIN FORCES: THE ROLE OF POLICE IN PREVENTING GANG VIOLENCE

The role of police officers in addressing the nation's youth gangs problem must move beyond a "Hook 'em and Book 'em" mentality – to helping prevent kids from joining a gang in the first place. This and many other evidence-based principles are explored in *Changing Course: Preventing Gang Membership*, co-published by the National Institute of Justice (NIJ) and the Centers for Disease Control and Prevention (CDC). Written by some of the nation's top criminal justice and public health researchers, the book – and a separately published executive summary – helps policymakers and practitioners understand what the research says about preventing our nation's youth from joining gangs.

For more information and to access links to this publication, visit the following link: <http://nij.gov/topics/crime/gangs-organized/gangs/youth-gangs/welcome.htm>.

# NATIONAL ASSOCIATION OF PROBATION EXECUTIVES

## Who We Are

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

## What We Do

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

## Why Join

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

## Types of Membership

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

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

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

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

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

## Membership Application

NAME \_\_\_\_\_ TITLE \_\_\_\_\_

AGENCY \_\_\_\_\_

ADDRESS \_\_\_\_\_

TELEPHONE # \_\_\_\_\_ FAX # \_\_\_\_\_ E-MAIL \_\_\_\_\_

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

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

Please make check payable to **THE NATIONAL ASSOCIATION OF PROBATION EXECUTIVES** and mail to:  
NAPE Secretariat, ATTN: Christie Davidson, Correctional Management Institute of Texas, George J. Beto Criminal Justice Center,  
Sam Houston State University, Huntsville, Texas 77341-2296  
(936) 294-3757



---

# NAPE

**NATIONAL ASSOCIATION OF PROBATION EXECUTIVES**  
*www.napehome.org*



**Sam Houston State University**

MEMBER THE TEXAS STATE UNIVERSITY SYSTEM™

*www.shsu.edu*

---