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cc:

Subject: DOJ and DOL ex-offender proposals

After reading through DOJ's responses to the questions Leanne forwarded them, and DOL's 1/7 draft description, I think we have a couple of key issues to iron out. Leanne and I are going to try to talk right after staff meeting to make sure we're on same wave length before forwarding these to OMB and the depts.

Names of programs:

DOL proposes calling theirs "Transition to Responsibility for Youthful Offenders". I agree with whoever from OMB put the note in the latest version of the budget chapter asking whether we should really call a program that serves people up to 35 "youthful".

I think the name DOL uses in its original budget request "Transition to Responsibility for Ex-Offenders" is more appropriate. In the description, they can still explain that the program will focus on "youthful" or "younger" offenders under 35, without making it part of the program name. The language Ed Montgomery agreed to on 12/21 said,

"... the DOL funds will be targeted to the same communities and populations served by the DOJ initiative, **with a strong preference for and heavy emphasis on youth (defined as under age 35).**" That didn't preclude services to some who may be older, but DOL's title gives that impression.

DOJ used the term "Project Reentry" at one point in their responses. I wasn't clear if they are thinking of this as a program name, but it would be great if they could come up with something better, i.e Reentry from what, or to what? Unfortunately I don't have a suggestion, but we should ask DOJ for their ideas.

Population to be served

DOJ's response #1 says selection priority will be given to applicants who target offenders aged 16-35. At the same time, they say priority is given to applications targeting most chronic and/or violent targeting offenders (among other criteria). The age criteria obviously coordinates closely with the agreed-upon DOL focus, would cover about 62% of those released from state prison (per DOJ stats), and given the relatively small amount of DOJ money we can't serve everybody so it seems reasonable to me. Do you guys agree?

My questions are:

a) is there inconsistency btwn targeting the most chronic/violent and those under 35, or would they balance out, i.e. if an applicant made a good case to serve violent/chronic offenders who are older, would they still be competitive?

b) how does priority on most chronic/violent fit w/ DOL's interest in serving younger, first-time offenders?

c) DOJ says targeting the most chronic/violent is linked to goals of public safety and cost-conscious accountability. Is there evidence that its better to put more effort into the toughest cases?

Applicants:

We should ask DOJ and DOL to reconcile DOJ's response #2 (that grants are awarded through State criminal justice planning agency, in partnership with locals) with DOL's plan to award grants directly to locals. I don't have a strong preference - whatever makes sense.

Grant process:

DOL's paper says there'd be a single competition with two parts - one for DOL initiative and one for DOJ initiative, with applicants applying for both parts and decisions made jointly by the two agencies. If both agencies think this will work, it sounds fine. Would a state/community always have to apply for both (e.g. if just applying for a DOJ planning grant why would they need to apply for DOL \$)?

DOJ #5 says priority will be given to applicants who have developed a plan with the local workforce board (DOL grantee) to coordinate services, which doesn't sound consistent with DOL's paper. Need to ask the two depts what their latest thinking is on this. Also, shouldn't DOL grantee/workforce board be a required partner in DOJ grant?

Activities:

DOL paper : Is 1st bullet on support activities for youth in pretrial diversion just for juvenile offenders or does this include "youth" up to 35? While this is important, in my opinion it shouldn't be the main focus of the grants.

DOL 2nd bullet: add "meeting family responsibilities, including parenting and child support" (remember many of the participants will be parents, and most of these will be fathers).

Pre-release activities: DOL paper says these could be provided with criminal justice funds. I assume, and DOJ's response #12 implies, this means DOJ rather than funds would not be used for pre-release activities including employment-related activities. As long as there is very close coordination between the DOJ and DOL grantees to ensure that the training that begins pre-release is linked with their employment plan after release, I guess this is fine. We obviously want it to be as seamless as possible and want the training in prison to relate to a more comprehensive plan for employment after they leave.

DOL last bullet: revise to say "including expectations regarding refraining from substance abuse..." Should also add 3rd sentence: "It would also link offenders who are parents to services to ensure they meet their family responsibilities, including child support."

DOL's 1st full graph on 2nd page, 3rd sentence: should add "...of society, and a responsible member of their family and community."

DOJ #5 & #6: what does family support mean? would be helpful to include "parenting and child support responsibilities" under this term or separately

Numbers to be served:

DOL estimates 19,000 (which is \$4,000 per person). DOJ has not come up with any concrete estimates, but I think they should. We'll need to be able to say approximately how many people are being served. Question: need to clarify w/ DOJ and DOL how much overlap they anticipate so we don't end up double counting. By same token, DOJ should factor in the \$4,000 in DOL funding in estimating DOJ costs per person.

Communities to be served/DOJ funding:

DOJ says (#9) they'd give priority to the best applicants, but still says (#10) they'd ideally, though they qualify. With \$35 M, or even \$40M and avg cost of \$1M, that seems unlikely. LS/DA: I'll defer to you, but wouldn't it be better just to say they'd invite and encourage applications from all states, but anticipate funding implementation grants in approximately or up to xx states in the first year?

#10: Do they mean that \$1 M for a re-entry partnership would be spent over several years, or that the \$1 M would be the first year amount. If the former, is \$1 M enough?

#10: the DOL/OJJDP aftercare initiative should be described within the re-entry partnerships, not as a separate initiative. We'll need a little more description on how these funds will work -- would they be part of same application, in a subset of the same communities, linked to the same partners and services? To extent it makes sense, I think they should be integrated.

#10: I'd prefer more for re-entry partnerships and less for RDT&E (maybe shift \$5 M?)

Links with child support:

DOJ #13 - this is good. Services could be funded through a combination of TANF, Welfare-to-Work funds, DOL ex-offender grants, or DOJ reentry grants. Similar coordination with child support judges and child support system should be included in all the e-entry partnerships for those places that may not have reentry courts. [will need to coordinate with HHS/OCSE on this]



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OF PAGES: 6 (INCLUDING COVER)

COMMENTS:

Please call me.
Thank.
Charles

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1. Who specifically would be eligible to be served by reentry partnerships? Reentry courts? Would there be any distinction between the two?

All releasees would be eligible for both reentry partnerships and reentry courts, but we anticipate that States/sites will impose their own restrictions in terms of size, scope, geographic area, and category of offender.

The goals of Project Reentry are: public safety and cost-conscious accountability. Therefore selection priority should also be given to applications that target offenders who are the most chronic and/or violent offenders, who are returning to residences in communities with the highest concentrations of returning offenders, and who are assessed at high risk to reoffend without appropriate intervention. Selection priority will be given to applicants who target offenders aged 16-35.

2. Who are the eligible applicants? Is it States applying with cities or counties? Would it be preferable for cities to apply in consultation with their State?

There is an inherent need for the participation of the State department of corrections and the community corrections authority. Therefore State and locals should apply as partners, with grants being awarded through the State criminal justice planning agency (Byrne agency). The application should include evidence of a partnership to which all critical players are committed (see response to #5 for description of required partners).

3. How can we best ensure the role of law enforcement and corrections in the application process?

Reentry partnership applicants should be required to demonstrate a commitment from the State department of corrections, community corrections authority, community policing, local law enforcement, and appropriate local community-based organizations. Reentry court applicants should demonstrate commitment from State/local courts, State corrections agencies, community corrections authority, and community-based organizations. Applicants should be required to submit letters of commitment or a memorandum of understanding among all critical partners (see response to question #5 for description of required partners).

4. How can we ensure probation and parole officer hiring to monitor the ex-offenders in partnership sites? What is the average cost of hiring a probation or parole officer? Is it possible to provide a hiring grant for probation and parole officers similar to COPS 3-year hiring grants?

We have uncovered no evidence in the research literature that indicates that an increase in the number of traditional parole officers would have an impact on successful reentry efforts. Traditionally, probation and parole officers are trained as surveillance officers. This is an important component of the reentry effort but to turn the corner from record revocations that are resulting in exploding prison populations, efforts should focus on those areas of offenders' successful reintegration needs on which parole is falling short.

As such there should be some combination of surveillance (community safety) officer and reentry case manager positions. Funds could be used for hiring staff for these roles with the requirement that they receive specialized reentry training.

Based on a figure in the *1998 Corrections Yearbook*, the estimated cost of hiring a new probation/parole officer is approximately 34,000 (salary + fringe).

5. Who are the "required" partners in the partnerships? In addition to required partners, we should include a list of suggested partners.

As listed in response to question #3 above, reentry partnerships should include, as required partners, the State department of corrections, community corrections authority, community policing, local law enforcement, and local community-based social service agencies. These local agencies would vary by site, but all applicants must be able to demonstrate services to address the following offender needs: housing, education, employment (training and placement), life skills training, drug and alcohol treatment, health and mental health services, family support services, and special population needs (e.g., female or mentally ill offenders). Another player would be the agency that would have oversight of case management responsibilities (e.g., State probation and parole department are sometimes their own agencies and may be separate and apart from the departments of corrections). In the case of reentry courts, a required partner would of course be the State/local courts.

Suggested partners would include victims groups, neighborhood groups, faith community, community volunteer groups, and business organizations (e.g., chambers of commerce).

Selection priority will be given to applicants that can most successfully demonstrate that partners are in place, committed to the effort, and that the network is prepared to effectively coordinate the effort. Under the support of the DOJ and DOL reentry initiatives coordination, priority will also be given to applicants who have developed a plan with the local Workforce Investment Boards (DOL grantees who provide job training and placement and, in certain cases, transitional housing and treatment) to coordinate reentry services.

6. Can we require that certain services must be provided for through the partnership? (e.g., drug testing or treatment referral)? Which services would we want to require?

Without the requirement of essential services, we cannot expect to achieve the goals of Project Reentry. Essential services have been defined as: case management, pre-release assessment and structured reintegration planning, monitoring/surveillance, housing, education, employment (training and placement), life skills training, drug and alcohol treatment, health and mental health services, family support services, and special population (e.g., female or mentally ill offenders) services. Reentry Courts projects include court monitoring.

We should encourage, but not require, victim-involved services (e.g., reparation, mediation) and services offered through the faith community, among others.

7. What other sorts of requirements should we place on the grants?

A 25% dollar or in-kind match is required for both reentry partnerships and reentry courts programs.

Particularly for the reentry courts project, applicants should be required to identify existing legislative constraints that will impact their efforts and/or address legislative proposals that would be necessary for their efforts to move forward.

8. Could any of the services be provided directly with the funds? How could we use leveraging to maximize the funding?

Federal funds could be used for pre-release assessment and planning, job training, job placement, drug testing, drug and alcohol treatment, health and mental health assessments, staff training, convening of victims and community meetings, reentry support center, reentry community safety officers, reentry case managers, etc.

Applicants should identify personnel—other than specially trained reentry community safety officers and case managers—from among existing staff resources. This will encourage applicants to search out existing resources and will maximize the use of grant funds on other aspects of coordination and service delivery. If applicants can demonstrate exigent circumstances, DOJ can approve use of funds for personnel beyond only community safety officers and case managers.

Use of federal funds for management information systems (MIS) or systems integration purposes should not be permitted or should at least be restricted. MIS and systems integration, with or without appropriate planning, can quickly consume massive amounts of money with potentially little impact. Applicants will be encouraged to address their MIS and systems integration issues in their application for their own planning purposes, and systems integration in Project Reentry programs is encouraged.

9. How many communities would we want to serve in the first year? Should we limit it to no more than one per State, or should we allow funding for several communities in the same State if they are highly competitive?

In an effort to encourage reentry planning and implementation nationally, there should be an effort to award reentry partnership grants to applicants from each of the interested States and Territories that submit acceptable proposals. However, priority will be given to applicants who most effectively address the required elements and can demonstrate in the application that they are poised to meet the goals of the project. As such, more than one project within a given State could receive an award and it is possible that some States will not apply for or receive an award.

Up to 25 reentry court sites should be selected in the first year.

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10. If we scale back the number of grantee jurisdictions, what do we anticipate the average grant size to be? Should the grants be multi-year funding? Should we anticipate that grants are for a certain number of years (e.g., three-year grants), subject to appropriations, to allow for better planning?

As potential applicants are differentially prepared for a reentry project, both planning and implementation grants should be offered. Multi-year funding is appropriate and necessary: 1) to allow for an opportunity for planning grantees to progress to the implementation stages and 2) to see grantees through the stages of the reentry process (see response to question #11). Up to three years of funding would allow for a one-year planning effort followed by a one- to two-year implementation effort. Two additional years of funding would allow additional applicants/grantees to obtain funds for planning and implementation and would allow for the expansion of existing programs.

Allocation of DOJ funding: \$60M Total
(FY 2001)

\$5M DOL/OJJDP aftercare programs

\$35M Reentry Partnerships

Up to \$1M grants awarded for reentry partnerships
implementation

Up to \$50,000 planning grants

Maximum # of reentry partnerships awards (planning or
implementation): ideally in each of 50 States + Territories

\$10M Reentry Courts

Up to \$500,000 grants awarded for reentry courts
implementation

Up to \$50,000 reentry courts enhancement grants awarded
to support continued program development

Up to \$50,000 planning grants

Maximum # of reentry courts awards (planning,
implementation, or enhancement): 25

\$10M Reentry Research, Development, Testing & Evaluation
(RDT&E)

Research on reentry issues

Development of integrated reentry models

Evaluation of selected reentry programs

Cluster conferences

Technical assistance and training

11. Approximately how many ex-offenders will be served through the reentry partnerships? What is an estimated average cost per person? About how long would we expect someone to participate?

The number of ex-offenders served will be determined by the applicant and will be driven by what is feasible considering the resources and services they have in place.

Length of offender participation will also be determined by the applicant. This will be determined by individual needs of offenders and individual site program milestones and resources. A minimum of one year of participation should be required although reentry services could be scaled back over time, as appropriate for individual offenders. Applicants should be required to address an intensity of services and length of services plan for high-risk offenders such as those who are mentally ill, have previously failed in treatment, or had a record of behavioral problems within the institution.

12. Would all grantees be expected to identify individuals prior to release? Would an individual plan be developed for each person prior to release?

Because a core element of Project Reentry is pre-release assessment and reentry planning, selection priority will be given to applicants who plan to identify individual participants and develop an individual reentry plan for each offender prior to release.

Additionally, a partnership with the DOL provides for a recommendation that grantees provide job skills training while identified participants are in the institution.

13. For the re-entry courts, how could we build in linkages with family courts/judges responsible for child support?

Through the individual assessment process, offenders with child support issues can be identified. It should be required that applicants demonstrate an agreement between reentry courts judges and family courts judges to coordinate through information sharing and the provision of appropriate services.

Civic Report 7 in pdf format, Adobe Acrobat Reader required

Civic Report

No. 7 August 1999

“Broken Windows” Probation: The Next Step in Fighting Crime

REINVENTING PROBATION COUNCIL

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Dr. Mario Paparozzi, *Assistant Professor, The College of New Jersey; President, APPA*

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Rocco Pozzi, *Director, Westchester County Probation; Past-President, APPA*

Dr. Edward E. Rhine, *Chair, Ohio Release Authority, Ohio Department of Youth Services*



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3 MILLION IN OUR MIDST

Violent crime rates have fallen nationally by 26 percent since 1993. Some of this drop is undoubtedly due to so-called "broken windows law enforcement" and community policing. In Boston and other places, probation departments have also helped cut crime, both on their own and in partnerships with police, community groups and clergy.

If the criminal justice system is going to keep violent crime on the run, however, it will need to do even more, beginning with a much better job of supervising the three million probationers in our midst.

This report is the work of a baker's dozen of veteran practitioners, including several present or former leaders of the National Association of Probation Executives (NAPE) and American Probation and Parole Association (APPA), who met and deliberated independently over the past two years in Boston, New York and Philadelphia.

In sum, we believe probation is at once the most troubled and the most promising part of America's criminal justice system. We also believe that probation's past troubles can be but a prologue to its coming triumphs. Herein, and in a longer, more detailed report prepared for and released through NAPE and APPA, we call for a new era of "broken windows" probation and community corrections.

We admit, perhaps more candidly than leading members of our profession have ever admitted, that widespread political and public dissatisfaction with community corrections has often been totally justified. We also outline new strategies and rationales for reinvesting in and reinventing probation.

Our report is sure to attract criticism from those who say our proposals are too soft on criminals, as well as from those who say they are too tough. To those outside of our profession who respond that our ideas are too little, too late, and to those who cynically advocate abolishing probation, we say, "Get real!" Taxpayers will not finance what their ideas would imply, tripling the size of our prison system to accommodate the three million current probationers. To those within our profession who respond that our ideas concede too much to the field's many critics and to popular misunderstandings of probation, we say, "Wake up!" As our report shows, hundreds of thousands of violent crimes are committed each year by people on probation. The public wants to reduce violent crime NOW: probation can either be part of the solution or part of the problem.

Either probation will be at the political and intellectual core of future policy-oriented efforts to promote public safety and offender rehabilitation in America, or it will continue to be widely marginalized, mischaracterized and underfunded. The days of failed low- or no-supervision "fortress probation" can and should give way to a new era of politically and administratively successful "community probation." We hope this report not only sparks both professional and public debate, but also sharply enhances civic awareness that "probation matters" and helps launch spirited efforts to "make probation work" in cities all across the country.

WHY PROBATION MATTERS

Probation enjoys a unique status within the criminal justice system. Each year ushers in a "new high" in the number of offenders either incarcerated or in the community under supervision, and each year probation serves as the disposition most often imposed by the courts. At the end of 1997, a record breaking total of 5.7 million offenders were under some form of correctional supervision—in prison, in jail, on probation or on parole. Of these, 3,261,888 were adults serving a probation sentence, or *just under 60% of the entire offender population!*

 This means on any given day there are over 3 million probationers living in communities across the land. **More than half of them have been convicted of felony violations of the law.** Though they are expected to abide by the rules of probation or other special conditions of supervision, their range of freedom is comparable to that enjoyed by the citizenry at large. This means they may move about within their neighborhoods, go to the movies, shop, go to work, visit parks and pursue other activities that form the fabric of daily living. How these offenders are supervised and the effectiveness of the strategies that are adopted to control them carry enormous

implications for public safety and the quality of community life.

Probation: A Matter of Life or Death

Critics of community corrections have long charged that probation has failed to promote public safety, enforce court orders and get community-based criminals the drug treatment or other help they need to succeed in life and remain crime-free. The data show that all too often the critics stand on solid ground.

- Promoting Safety:** About two-thirds of probationers commit another crime within three years of their sentence, and many of these crimes are serious. The roughly 162,000 probationers returned to state prisons and incarcerated in 1991 were responsible for at least 6,400 murders, 7,400 rapes, 10,400 assaults and 17,000 robberies. Likewise, records show that 156 of the 1,411 persons convicted of murder in Virginia from 1990 to 1993 were on probation at the time they killed. If probation had done a better job, fewer people would have been killed or otherwise harmed by probationers, and the overall crime rate would have been much lower.

- Enforcing Orders:** To remain out of jail, over 90 percent of probationers are ordered by the courts to get substance abuse counseling, remain under house arrest, perform community service or meet other such specific conditions. Unfortunately, studies have found that about half of all probationers do not comply with the terms of their sentence, and only a fifth of those who violate their sentences ever go to jail for their noncompliance. Such "intermediate sanctions" are almost never rigorously and consistently enforced.

Worse yet, in addition to those who won't comply with orders are those who don't even stay in contact with probation—the probation absconders. By the end of 1996, of the 3.2 million offenders on probation, some 288,000 were on absconder status, out of contact with probation, out of compliance with court orders and out from under any control or monitoring. In too many jurisdictions, next to nothing is being done to apprehend these scofflaws, a number of whom are "hiding in plain view." The lesson is not lost on new probationers, who may find their obligations too onerous: Stop complying—they won't come after you.

But can probation do anything about this horrific number of absconders? Or are defiant probationers free to roam the community without supervision and accountability?

The experience of Williamson County in Texas suggests an answer. In 1997, a decision was made by the local probation department to go after absconders seriously. By employing a variety of technology and databases to track missing probationers, that county arrested 470 probation violators in the first year of operation. In addition to bringing these offenders to justice, the absconder unit recovered nearly \$15,000 in outstanding fees.

By 1998, the unit was successful in arresting 605 probationers and collecting nearly \$51,000 in unpaid penalties, a significant jump in just one year. And this was accomplished by a two-person unit, staffed by one officer and a caseworker!

- Helping Offenders:** Probation all too often fails to help probationers avoid drugs, learn to read, obtain jobs or otherwise get their lives together. For example, all the data show that almost half of today's probationers were under the influence of alcohol or drugs when they committed their latest offense. The probation discipline has long argued that probationers need to obtain community-based substance abuse treatment. Indeed, probation data from Massachusetts indicates that at least 80 percent of all probationers have such significant substance abuse problems that treatment is necessary. But only 37 percent of all probationers nationwide participate in any type of drug treatment program during their sentence, and only 32.5 percent nationally are tested for drug use once they do receive treatment.

Why Probation Isn't Working

Why has probation long been weak at promoting public safety, enforcing orders and helping offenders? A large part of the answer is that probation as a field has long been weakly funded, totally underresearched and woefully understaffed.

Compare probation spending to spending on prisons. Since 1985, the nation's population of prisoners has more than doubled, and prison and jail budgets and staffing have more than grown apace. Spending on prisons now constitutes about a quarter of total state and local criminal justice spending (police, courts and corrections), and about two-thirds of total corrections spending.

But recall our earlier numbers: Community corrections, which includes parole, has about two-thirds of the persons in criminal custody. Despite this fact, it only receives one-third of the total corrections dollar, about half what prisons receive to serve only half the probation population! Even this figure overstates how much probation receives, since it splits this meager amount with parole agencies — even though there are fewer people on parole than behind bars, and even though the number of probationers who have been convicted of violent crimes rivals the number of parolees with a violent history.

The disparity between the prison and probation budgets is best seen by comparing per-offender amounts spent on each. Most states spend between \$20,000 and \$50,000 a year for each person in their prison system. UC Davis criminologist Joan Petersilia notes, however, that we have spent barely "\$200 per year per probationer for

supervision." This has led to average probation caseloads between 100 to 500 offenders per probation officer. No wonder recidivism rates are so high!

Inadequate funding, however, is not the only cause for probation's failure. All too often probation departments have employed practices that simply do not do the job. Consider some commonplace probation practices and their results:

- Drug testing that is scheduled in advance, providing test results two or more weeks after the test is administered and done infrequently, is ineffective as a deterrent to substance abuse;
- Conducting supervision mainly in office settings contributes little to the management of offender risk or public safety (an approach that has been likened to "fortress probation");
- Spending an average of five to twenty minutes once a month with offenders in an office does not constitute a reasonable quantity or method of supervision.

Not all probation offices fit our examples. Many talented probation administrators and field staff struggle to find more effective methods of supervision. Some have succeeded, but unfortunately, most have not. The key issue is that the systems these individuals work within are often ill-prepared to listen and understand what local communities deem important.

Under these circumstances, it should be no surprise that active probationers compose nearly one-fifth of all felony arrests. And it should be no surprise that probation is widely disparaged and viewed by the public as an ineffective sanction — a "slap on the wrist."

Probation Reform: Meeting the Public's Expectations

Despite the recent drops in crime, the public believes crime rates are still too high, and they are upset with many aspects of the criminal justice system. They think violent felons are let out early, instead of serving their sentences. They think sentences for most crimes are a joke and that the system plea bargains every criminal just to process cases. They think the victim is ignored and the community is shut out, and they do not believe that probation or parole improve public safety.

What does the public want? First and foremost, they want *safety*. Public safety is the bottom line. They view controlling violent and dangerous offenders as the justice system's job. They are willing to pay for that. They are also willing to help. They want to be partners in the process, if only the system of justice will let them in. The public also requires *the truth*. They expect the system to do what it says it is doing. *They want the sentence to fit the crime, the offender and the circumstances*. They want to know that a sentence is a sentence, and that everyone will abide by it. They also want to know who is in their neighborhood. They want us to tell them if someone is dangerous, and to be told when the reverse is true.

Finally, they want *some good to come of it*. They do not want the process of justice to be a dead loss. They want to feel that justice creates value for the offender, for the victim and for the community. They want to believe that those working within the justice system know what they are doing, and that what people working in public safety do somehow adds value to their lives.

In view of its unique status, probation is invested with wide-ranging ability to meet the public's expectations. Its strength lies in its capacity and authority to repair broken lives and hold offenders accountable for the harm their actions have caused to victims and communities. Accordingly, probation is the criminal justice sanction best positioned strategically to contribute directly to public safety and community well-being.

Probation — when properly structured — is not a walk away or a "get-out-of-jail-free" card for an offender. Based on our lifetimes of experience in the probation system, we propose that probation offices nationwide embrace a new emerging paradigm that puts public safety and community involvement first.

HOW PROBATION CAN WORK

Successful probation reforms underway in Boston, Spokane, Phoenix, in specific locales throughout Maryland and elsewhere are characterized by a heightened focus on achieving public safety goals through active partnerships with community and neighborhood groups. They are also characterized by the following key strategies:

Placing Public Safety First
Working in the Community
Developing Partners in the Community
Rationally Allocating Scarce Resources
Enforcing Conditions and Penalizing Violations
Emphasizing Performance Based Initiatives
Encouraging Strong and Steady Leadership

Public Safety Comes First

Successful probation programs put public safety first. Their primary goal is to let the public move about and feel free of the risk of harm to their person or their property.

Supervise Probationers in the Neighborhood, Not the Office

Public safety cannot come first where supervision, such as it is, takes place in the probation officer's office. Effective probation supervision must take place where offenders live and work. While the office is rightfully the base of probation supervision, the neighborhood should be the place of supervision. Firsthand knowledge of where the offender lives, his family and his immediate and extended environment are critical elements of meaningful supervision. Such community probation should be highly visible, and this visibility must be positive in nature.

Meaningful supervision also means that it is conducted at times not confined to the traditional 8:00 a.m. to 5:00 p.m., Monday through Friday, workday. To be effective, it must be delivered at nights, on weekends, and on holidays.

Two Arizona probation departments—the Maricopa County Adult Probation Department in Phoenix and the Pima County Adult Probation Department in Tucson—have experienced successful offender supervision efforts by increasing the level of offender contact in the community and by working non-traditional hours.

Rationally Allocate Resources

Successful probation programs rationally allocate their resources. Probation officers must spend more time supervising those offenders who are most at risk to violate their conditions of supervision and those whose offenses or affiliations pose a public safety risk (e.g., sex offenders, gang members, drug dealers, those with histories of violence). The rational allocation of resources is necessarily based on knowledge of the offender gleaned through presentence investigation reports, juvenile records, psychological evaluations and risk/needs assessments. Probation agencies must use assessments at the front end of the system to make placement decisions as well as continue using offender-specific assessments to routinely monitor their progress.

Two systems that place considerable emphasis on assessments are the Dallas County Community Supervision and Corrections Department in Dallas, Texas, and the Sixth Judicial District Department of Correctional Services in Cedar Rapids, Iowa.

In Dallas County, Texas, a new Comprehensive Assessment and Treatment Services (CATS) program was implemented in 1998 to address the gap in substance abuse and mental health treatment for probationers. The goal of CATS is to provide early assessment and treatment in order to increase successful completion of probation. Under this program all felony probationers must be screened. Those who cannot afford indicated services are provided those services by the County. CATS has already screened 4,400 probationers. Of those screened, 62 percent were referred to treatment for substance abuse and 9.5 percent were referred for mental health treatment.

In addition, probation officers should be strategically assigned to supervise specific geographical areas rather than being randomly assigned to offenders as they are placed on probation. This concept, referred to as "place-based supervision," affords an excellent opportunity for developing law enforcement and corrections partnerships. It also keeps probation officers close to their wards, allowing them to keep an eye on an offender even when they are not spending time with him.

Several probation departments, like the one in Spokane, Washington, have developed meaningful partnerships with police and have strategically placed probation officers in areas where they are needed the most.

Enforce Violations of Probation Conditions Quickly and Strongly

Probationers often realize they may expect two or more "free ones" when it comes to dirty urine samples, electronic monitoring violations or failure to comply with a variety of supervision conditions. **For probation to be effective, this permissive practice must be abandoned.** All conditions of a probation sentence must be enforced, and all violations must be responded to in a timely fashion. A critical part of enforcing supervision conditions is the cooperation of the courts, where such violations are usually addressed. Those probation programs that emphasize strict enforcement of the rules and enjoy a supportive relationship with the courts tend to have fewer problems with offender compliance.

The key is that the response must be swift and sure. This does not mean that each violation will result in the revocation of probation, but rather the imposition of graduated sanctions (e.g., curfew or house arrest, electronic monitoring, mandatory drug treatment).

An excellent example of a structured, graduated sanctions program is found in the Tarrant County Juvenile Probation Department in Fort Worth, Texas.

Similarly, probation agencies need to be tough-minded and put teeth into apprehending absconders from probation. If it is easier for an offender to abscond than to comply with the terms and conditions of probation, then such behavior is simply reinforced. Probation agencies need to develop specialized units that work with law enforcement to apprehend offenders.

A good example of a specialized absconder unit is that found in the McLennan County Community Supervision and Corrections Department in Waco, Texas. Another is in Suffolk County, New York. Suffolk County Probation in New York has a warrant unit consisting of specially trained probation officers with full time responsibility for the location, apprehension, and arrest of probation violators who have absconded. In 1997, the unit, sometimes with assistance from other probation officers, made 209 arrests of absconders. That number rose to 331 in 1998. Large urban jurisdictions that are well managed can achieve even greater results. In 1998, Maricopa County Adult Probation served an astounding 2,400 warrants for felony probationers.

Develop Partners in the Community

The involvement of other agencies, organizations and interest groups is critical to the success of probation. Probation administrators should include community leaders and groups whenever there is a need to develop policies, initiate new programs, craft supervision strategies and deliver services. In essence, the community needs to play a vital and participatory role in community corrections. This may be achieved by:

- Creating a system that has meaningful participation from victims and the community;
- Developing partnerships with neighborhood groups, schools, businesses and the faith communities to bring offenders into an environment that has pro-social supports;
- Establishing cooperative partnerships between probation, law enforcement and other criminal justice agencies that focus on public safety;
- Partnering with human service, treatment and non-profit agencies to provide enhanced services to assess, diagnose, treat and supervise offenders;
- Creating a comprehensive education campaign to make citizens aware of the crime problem, the steps being taken to address it and communicating the message that their involvement is desired.

There are many potential partners with whom to collaborate. When probation agencies build these collaborative relationships, they are often able to effectively supervise offenders, impose greater leverage and accountability over them and return them safely to the community.

Very good examples of such collaborative relationships have been established by Probation Departments in Boston, Massachusetts, and by the Suffolk County Probation Department in Yaphank, New York. In Boston, since the implementation of Operation Night Light and related community partnerships, homicide rates (the intended target) have dropped dramatically. In the years leading up to the change in strategies, the city averaged a hundred or so each year. Since 1995, when the program kicked in, the drop in homicides has been the steepest in the nation. In 1996, the city experienced 61 murders, down from 96 in the previous year (1990 was the high water mark with 153 homicides). In 1997, the toll fell to 43, in 1998 to 35. By August of 1999, the number stood at 17.

Working with the community reduces recidivism and increases public safety. It also provides greater success in securing offender compliance with and completing probation. To build such partnerships, it is essential that probation agencies retool their operations to accomplish the following:

- The role of the probation officer must be redefined (e.g., attending neighborhood meetings, participating in local crime prevention activities), "place-based" supervision strategies must be adopted and non-traditional operating hours must be established;
- Criminal justice task forces must be created (inclusive of human services and/or the faith community) working together to develop enforcement strategies to reduce crime in the community. Such task forces should establish formal written agreements and protocols, co-locate in community offices, conduct joint staffings and share accountability for curtailing crime;
- Prevention strategies must be developed to work with community partners that engage the child and family in a holistic manner to ensure service delivery to the entire family;
- Community betterment activities should be pursued working with neighborhood groups, business organizations, religious leaders and city agencies;
- Collaborative supervision strategies must be developed to carefully monitor offenders in the community and to hold them rigorously accountable for the payment of all fines, restitution and other just debts. This necessarily includes a protocol for the public both to provide information and obtain feedback on crime issues and offenders in their neighborhoods, and to participate in shaping strategies to address these issues;
- A continuum of sanctions and treatment must be formed across the justice system that ensures rapid placement as a method to maintain public safety and to hold offenders accountable for all violating behaviors.

Establish Performance Based Initiatives

Information-based decision making is paramount. The strategic and rational allocation of resources by probation agencies should be premised on developing, adjusting and retaining specific programs based on their performance.

Good evaluation models must be developed to measure program effectiveness. This includes not only the achievement of clearly defined program outcomes, but also effective program administration. A good program may prove unsuccessful if there was not a good action plan, poor implementation, or staff who were not properly trained or did not understand the program's philosophy.

Leadership is Critical

In the final analysis, leadership is the most important ingredient for success. Leadership in probation does not come from unwieldy state bureaucracies, nor does it emanate from the work of agency committees. Clear and effective leadership comes from individuals—individuals who care deeply about probation, who are not satisfied with the status quo, who possess the courage to critique their profession and act with vision and dedication to do something about it. In sum, it flows from individuals who are risk takers, willing to enthusiastically embrace a new narrative for their field and the practice of probation.

HOLDING PROBATION ACCOUNTABLE

Probation will change when those who run probation departments are held accountable for achieving—or failing to achieve—specific outcomes. The paramount outcome for probation is public safety. However, there are other valued outcomes that must be addressed if probation is to be successfully reengineered. These outcomes include equality of justice, punishment, crime prevention, and a restorative commitment to victims and communities. These outcomes express the public's expectation that the justice system is doing its job. These are the outcomes that matter and that require ongoing and careful measurement by probation practitioners.

In measuring such outcomes, corrections in general and probation in particular must apply business principles to everyday and long-term operations, except for the pursuit of profit or financial gain. As in business, the focus on clearly articulated results will drive a myriad of everyday supervision practices designed to be relevant to the accomplishment of such results. Three key business practices that must be given due attention include the following:

- Research and development—identifying state-of-the-art strategies for achieving effectiveness with maximum efficiency, and the ongoing pursuit of evidence-based best practices;
- Staffing—ensuring that the values, vision, and competencies of staff for implementing appropriate strategies are related to desired results;
- Management information systems—developing mechanisms for measuring intermediate performance of staff and organizational practices, as well as for the reporting of accomplishments related to desired outcomes.

Reinventing probation will be a dynamic process. It will demand that those working in the field pay careful attention to state-of-the-art research and evaluation regarding the effectiveness of their own practices.

STRUCTURAL ISSUES IN RE-THINKING PROBATION

Many structural issues must be considered in the effort to reengineer probation. They start by recognizing that probation officers have very different perspectives and work within very different systems. It is critical that those who take on the task of retooling probation begin by recognizing what they share in common with others. These commonalities represent the strategic starting point for action.

Those involved in reengineering probation share in common the mission of promoting public safety. They likewise share a commitment to provide effective supervision and control over offenders and to achieving outcomes that the public values. Ultimately, they share an energetic and informed willingness to push probation out of centralized offices and bureaucracies into the neighborhoods and street corners within the communities they serve.

There are numerous structural impediments to achieving the vision and accomplishing the strategies for supervision suggested throughout this monograph. Any such effort will produce what Robert Merton called "unintended consequences." Initiatives undertaken with only positive intentions in mind frequently can perversely set off negative consequences that often overtake any gains. With this in mind, probation practitioners must be mindful of four specific impediments to reengineering probation, as well as several steps that might be taken to address them

Case Assignments and Job Responsibilities

A commitment to community probation will require a fundamental change in the traditional system for assigning cases used by most probation agencies. Rather than merely assigning cases to the next probation officer on the list, case assignments must reflect geographical specialization. New cases should be assigned by local neighborhoods or bounded geographical areas. Probation officers, in turn, will be held accountable for clearly defined supervision activities and outcomes in their area or neighborhood, rather than for the completion of a finite number of assessments or the submission of administrative paperwork.

Many probation officers are locked into a nine to five daily work routine, one they will find very difficult to break. Nonetheless, if such practitioners are to achieve the goals of community probation, they must necessarily

work the hours during which they can be most effective in their assigned area. Market research may be done to determine what these hours should be. It is very likely that evening and weekend hours will become part of their everyday work. "Fortress probation" is not a viable option under this model.

The role of the supervisor will, of necessity, undergo a drastic change. The supervisor will become a resource person for their field officers. He or she may also take on the role of ombudsman to the community. In playing such a role, the supervisor may find that the concerns and needs of the community are quite different than those normally pursued by criminal justice system practitioners. In this scheme, the supervisor becomes the individual who removes obstacles and impediments so that the line officers can perform their community-based tasks more effectively.

Hiring, Job Description and Training

If in the long run probation is to be fundamentally reshaped, developing a successful work force will be dependent on the emphasis placed on job descriptions, hiring and training. Given the extent to which the role of the probation officer is redefined, the job description must reflect the new and expanded responsibilities associated with working in the community. Probation officers will require such skills as community organizing and advocacy, creative problem solving and a capacity to work as much with adults and local stakeholders as with offenders on their caseload.

The hiring decision will likewise need to change and be tailored to the community. It should be decentralized to ensure that staff appropriate to the needs of the community may be hired. Staff should be hired for the particular area in which they will work. In the hiring process those probation staff who have been successful in the field should be used to assist in screening candidates.

Training methods will change as well as probation moves to embrace its new mission. *The adult probation department in Maricopa County in Phoenix, Arizona, provides a model for such change.* New hires there attend a two week training academy followed by a 90-day assignment to a mentorship with a training officer. During the period of mentoring, the probation officer trainee carries a reduced caseload. Within this system, the trainee gains valuable practical experience under the close supervision of an experienced officer. The assignment of a smaller caseload gives the officer a chance to work into the job without being immediately overwhelmed.

Caseload, Resources and Technical Support

Any effort to reengineer probation will prove unsuccessful unless caseload issues, resources and technical support are addressed. The feasibility of probation officers being held accountable for geographic areas of assignment is dependent on the manageability of caseload sizes. The paradigm shift that is proposed and the new and redefined role of the probation officer as captured in the job description can be achieved *only if caseloads become much smaller than they are now.* Caseloads averaging 100-500 offenders are absurd.

Resources other than personnel will also have to be committed to the effort. To do the job effectively, the field staff must be comprehensively equipped. If the neighborhood storefront or other such location is to become the probation officer's base of operation, then laptop computers, palm corders, cellular phones and flashlights will become the new tools of the trade.

Technical support is as crucial to probation's relocation to the community as is caseload reduction and an infusion of resources. Clearly, sophisticated yet user-friendly management information systems are essential for communication and information retrieval on a daily basis. Once such systems are in place, they provide for an economy of time management and immediate access to information that cannot be obtained in any other way. This, too, will require fiscal support.

Probation department managers must realize, however, that adequate resources will not come until the public is persuaded that probation is more than a "slap on the wrist," a hollow experience that trivializes the offense, demeans and enrages the victim and emboldens the offender. The transformation of probation from being the under-funded, unappreciated and anemic intervention it all too often is to a sentencing option worthy of public support—both moral and financial—depends critically on the capacity of probation to define itself and its mission coherently and convincingly.

Community Involvement and Support

The work of probation becomes easier to the extent it is genuinely involved with the community. It is essential that partnerships be built and sustained with local neighborhood organizations. This increases the leverage that can be maintained over offenders. The Sixth Judicial District in Iowa has also been a leader in surveying its customers, developing partnerships with the community and law enforcement and designing successful treatment programs. In 1997, it developed a comprehensive computerized assessment, MATRIX, to determine appropriate levels of supervision and treatment for targeted offenders. This helped to give the intensive sex offender program less than a 5% failure rate over the past year.

The District has also established a partnership in neighborhood resource centers with law enforcement and neighborhood groups to develop a "Neighborhood Based Supervision" program to intensely supervise offenders

on the street, (where they live, work and recreate) in conjunction with the COPS program. Agents participate in weekly staffing meetings with law enforcement partners to target joint activities, and citizens now participate on a Citizens Task Force on Community Justice and a Neighborhood Reparative Board to make offenders under supervision accountable to the people who live in the neighborhood. As a result, the number of crack or disorderly houses in targeted neighborhoods have been reduced from 93 in 1998 to 23 for the same period in 1999.

CONCLUSION

The reinvention of probation requires a sustained effort to ensure that traditional internal forces within probation do not stymie progress. These forces almost always create unimaginative organizational cultures. In such environments it is difficult for probation professionals to see the very real possibility of a dramatically different and more viable future—a future where what they do for a living can be discussed proudly with outsiders. In short, reinventing probation requires leadership committed to enforcing violation warrants, supervising offenders primarily in the community rather than in probation offices, and not directing probation officers to avoid dangerous areas. (Which reduces the possibility of personal harm, but at the same time makes it virtually impossible to be a probation officer!) Probation will be reinvented when the probation profession places public safety first, and works with and in the community.

Serious efforts to reinvent probation will give the probation profession the first chance it has had since its earliest years to establish itself as a viable community-based and community-placed criminal justice option—an option with real public value and real public support. The Reinventing Probation Council, in partnership with the NAPE, the APPA and the Manhattan Institute's Center for Civic Innovation, looks forward to promoting and assisting such efforts in cities all across the country.



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October 4, 1999
National Reentry Project
DRAFT DISCUSSION PLAN

I. THE ISSUE

- X A. Each year, nearly 500,000 individuals leave state prison and return to communities across the nation. Over 4.1 million adult men and women were on probation or parole at the end of 1998 -- 3.4 million adults under Federal/State/Local probation and 700,000 on parole. (There are approximately 1.2 million inmates in federal and state prisons and another 500,000 in local and county jails.) (Probation and Parole in the US, 1998, BJS.)
- B. RESOURCES LACKING TO SUPERVISE REENTRY. About three-quarters of the people under criminal justice supervision aren't behind bars, but rather are on parole or probation. Our prisons hold one-third of all offenders, yet they get about two-thirds of the money spent on corrections. (Mark A. R. Kleiman, UCLA Law Review.)
- C. RECIDIVISM THREAT HIGH. The public safety risks posed by parolees are substantial. According to a recent BJS Prisoners in 1998 report, between 1990 and 1997, there has been a 39% increase in the number of offenders returned to prison for parole violations, as compared to a 4% increase in new court commitments. In addition, parole violators represented about 35% of all admission to state prisons in 1997.
- D. DRUG ABUSE LEADING CONTRIBUTOR TO RECIDIVISM.
X Probationers and parolees consume approximately half of all hard drugs (i.e. methamphetamine, heroin and cocaine) sold nationwide and criminals on release who use such drugs are far more likely than others to commit new crimes. (Mark A.R. Kleiman, UCLA Law Review.)
- E. MENTAL HEALTH LEADING CONTRIBUTOR TO RECIDIVISM. A
X 1998 BJS survey has shown that state prison inmates were more likely than other inmates to be incarcerated for a violent offense, to be under the influence of alcohol or drugs at the time of their arrest, and more than twice as likely to be homeless. At midyear 1998, an estimated 283,800 mentally ill offenders were incarcerated in the nation's prisons and jails. The survey indicated that 16% of state prison inmates, 7% of federal inmates and 16% of those in local jails reported either a mental condition or an overnight stay in a mental hospital. About 16%, or an estimated 547,800 probationers, said they had a mental condition or stayed overnight

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in a mental hospital at some point in their lifetime as well. Over three-quarters of mentally ill inmates had been sentenced to time in prison or jail or on probation at least once prior to the current sentence.

II. THE RESPONSE: REENTRY PROGRAM GRANTS (Pilots?)

A. GOALS

- (1) IMPROVING PUBLIC SAFETY. The focus on reentry issues in the courts will help reduce recidivism rates of returning prisoners and will encourage a broad-based coalition of community partnerships to support the successful reintegration of those offenders in a manner that best suits communities and the offenders themselves.

B. REENTRY PARTNERSHIPS

A grant program would be created to develop "Reentry Partnerships" consisting of consortiums of community organizations, including law enforcement, that will assist offenders with conditional releases with reintegrated back into their communities.

- (1) GRANTS FOR COMMUNITY CONSORTIUM. Reentry partnership grants can be provided to consortiums of community organizations that will assist offenders with reintegration issues: parole/probation, reconnecting with family, faith-based organizations, victims groups, child support, job training, education, substance abuse counseling, etc.
- (2) CONSIDER COURTS AS PRINCIPAL GRANTEE. The legally binding relationship between offenders and parole/probation officers provides the most reliable point of contact for participants in a reentry program. It may make sense to condition grant funding on them being the principal grant recipient of the consortium.
- (3) PRISON/JAIL OUTREACH PROGRAM. A prison/jail outreach program should be developed as part of the grantee's reentry program to connect offenders to service providers prior to their release. (If not, consideration should be provided to developing such an initiative as part of a larger reentry strategy.)
- (4) TARGET UNCONDITIONAL RELEASES. While a program is more enforceable through servicing offenders with conditional releases who

have a legal responsibility to work with a parole/probation officer, a special focus may be added to targeting the unconditionally released offenders. While these individuals have no legal obligations to appear before the courts, they often require the same reintegration services. (Check statistics on the number of recidivists that were out on unconditional vs. conditional releases.

C. REENTRY COURTS

A demonstration project would be developed to create "Reentry Courts" modeled after Drug Courts for offenders under conditional releases, i.e. parole/probation.

- (1) **DRUG COURT MODEL.** Reentry courts for offenders on conditional parole/probation releases would be modeled after the successful Drug Courts. Key elements include:
 - (a) **Parole/Probation Officers.** These officers develop a casework relationship with offenders, and tie them into reentry consortiums or other community support organizations that are needed for issues such as job training, drug rehabilitation, education, family counseling and health care.
 - (b) **Personal Plans.** Each offender will create a personal plan for reintegration with their caseworker that must be approved for the courts. Such plans would include goals such as being drug-free, fulfilling job training requirements, paying child support on time and community services. Once the plan is approved, they would become legally obligated by the courts to implement the plans.
 - (c) **Regular Court Appearances.** Each offender will be required to meet regularly schedule court appearances where they will testify with their caseworker on the status of their personalized plan -- and they will face penalties for noncompliance.
 - (b) **Graduated Sanctions.** Similarly to the Drug Court model, the Reentry Courts will rely upon graduated sanctions as incentives for offenders to comply with the terms of their personal plans. For example, offenders with histories of drug abuse will be required to be regularly drug tested. In the event they fail the test, they could face a series of sanctions such as extended home detention, ankle monitoring or even a few nights in jail.

III. QUESTIONS TO CONSIDER

- (1) What percentage of Federal inmates are released under unconditional terms? Is there any policy governing conditional vs. unconditional releases? Is there potential for a Federal initiative whereby all releases are made conditional and offenders are steered into reentry programs?
 - (a) Are recidivism rates higher among Federal offenders or state/local offenders?
- (2) Are there any cost estimates on Reentry Courts? Reentry Partnerships?
- (3) Do new laws need to be passed at the national/state/local level to give courts the authority they need to impose sanctions upon offenders for not meeting the requirements of their personalized plans -- if these requirements don't involve breaking the law?
- (4) Are the courts the best grant applicants for the Reentry Partnerships or are there other community organizations better suited in this role?



Research Preview

Jeremy Travis, Director

June 1996

A Corrections-Based Continuum of Effective Drug Abuse Treatment

A summary of a presentation by Dr. James A. Inciardi, University of Delaware

Drug-involved offenders who participate in a continuum of drug treatment — prison-based treatment followed by treatment in a work-release center — have lower rates of drug use and recidivism than drug-involved offenders who participate in a shorter treatment program, according to the preliminary findings of a study conducted by researchers at the University of Delaware.

The findings indicate that at 18 months after release, drug offenders who received 12–15 months of treatment in prison followed by an additional 6 months of drug treatment and job training were more than twice as likely to be drug-free than offenders who received prison-based treatment alone. Furthermore, offenders who received both forms of treatment were much more likely than offenders who received only prison-based treatment to be arrest-free 18 months after their release (71 percent compared to 48 percent).

Prison-based treatment. The State of Delaware, with the support of the Bureau of Justice Assistance, in 1987 established the Key, a prison-based treatment program for drug-involved offenders at a men's maximum security prison. The Key is a therapeutic community, a self-contained treatment environment separated from the drugs and violence often found in prisons. The therapeutic community model is based on the philosophy that drug abuse is a disorder of the whole person and that treatment should therefore focus on building an offender's self-esteem and changing his values and attitudes.

Delaware's Department of Corrections immediately found benefits in the program: the Key was the cleanest, safest, most trouble-free section of the prison. The program now is funded by the State and currently has 140 beds. All

participants are volunteers and are eligible if they are within 18 months of their work-release dates or parole eligibility.

Until 1994, Delaware did not have prison-based treatment for drug-involved female offenders. With funding from the Center for Substance Abuse Treatment, University of Delaware researchers in February 1994 initiated a therapeutic community for women in a 50-bed facility at the Women's Correctional Institution in New Castle, Delaware. The facility, called the WCI Village, now is near full capacity.

Transitional care. Earlier studies of the effectiveness of long-term residential treatment indicated that without aftercare and followup support, offenders were likely to relapse into drug use and crime. The studies, which evaluated the Federal Bureau of Prisons' drug treatment programs in public health service hospitals in Lexington, Kentucky, and Fort Worth, Texas, revealed a 96-percent relapse rate among treatment participants. Based on these and numerous other studies, the researchers at the Key program anticipated that 12–15 months of prison-based treatment would be insufficient.

With the support of the National Institute on Drug Abuse (NIDA), the researchers established the Crest Outreach Center at the Plummer Center, a conventional work-release center in Delaware. Crest is the first therapeutic community work-release center in the United States. After release from the Key program, offenders enter the Crest Center for 6 months of treatment and job training in a therapeutic community setting.

Crest requires participants to stay in the center for the first 3 months of treatment while they learn how to look for a job, prepare resumes, and interview. This approach

FINDINGS

Crest group, which received only treatment at the work-release center; and a Key-Crest group, which received treatment in both the Key and Crest programs.

Initial findings indicate that a longer and more comprehensive continuum of treatment increases the likelihood that an offender will be drug- and arrest-free in the long term:

Although after 6 months the Crest group's progress was almost as good as the Key-Crest group's, after another year, its progress had declined in comparison with that of offenders who had received the longer continuum of treatment.

Members of the comparison and Key groups were less likely to be drug- and arrest-free at 6 and 18 months after release than the groups of offenders who received longer periods of treatment.

■ At 18 months after release, there was no statistically significant difference between the comparison group and the Key group.

The latter two findings may stem from the Key and comparison groups' participation in a conventional work-release program that gave them more freedom but put them at much greater risk of exposure to drugs and opportunities for criminal activity.

contrasts with conventional work-release programs where participants immediately begin looking for work during the day and spend only evenings and weekends at the work-release center. Crest admits offenders who have not participated in the Key program and have not received prior treatment, as well as female offenders who may or may not have received prior treatment.

The treatment staff at Crest is a mix of counseling professionals and recovering drug users. The correctional presence at Crest is limited; a correctional officer walks through the facility three times a day to take count, and the Plummer Center broadcasts announcements to Crest on its public address system.

Aftercare. After completion of the transitional treatment program at Crest, participants continue treatment in an outpatient aftercare program for 6 months, returning to Crest once a week for group support meetings. At the end of the 6 months they attend a "marathon encounter weekend" of group therapy.

The researchers have received funding from NIDA to enhance the aftercare program to include more "booster sessions," or weekend group therapy meetings. Each participant who completes the Crest program will attend weekend booster sessions at 6 and 12 months after leaving the Crest program. Funding from NIDA also will support continued followup studies of the program participants through 2005.

Researchers conduct interviews with offenders before they enter the Key program about their past drug use, sexual activity, and criminal behavior. To determine an offender's progress in treatment, researchers also conduct clinical interviews at the beginning and completion of the Key program. With support from NIDA, researchers in 1992 began conducting followup interviews at 6 and 18 months after completion of the Key program. The researchers also conduct urine and blood tests to check for drug use and exposure to HIV.

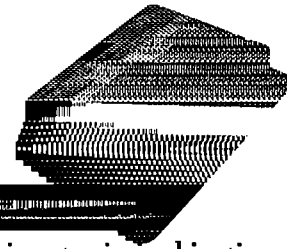
The followup interviews involve four groups of offenders: a comparison group, which received no treatment; a Key group, which received only prison-based treatment; a

are Dr. and presented his research to an audience of researchers and criminal justice professionals at the NIDA Research Progress Seminar Series, 60-minute VHS videotape, *A Community-Based Continuum of Effective Drug Abuse Treatment* is available for \$13.50 in Canada and other countries. For ordering, please refer to NIDA 152892.

Use the order form on the next page to obtain this videotape and any of the other videotapes now available in the series.

Points of view in this document do not necessarily reflect the official position of the U.S. Department of Justice.

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Professor of Urban Systems and Operations Research, Carnegie Mellon University: <i>Youth Violence, Guns, and Illicit Drug Markets</i> .	<i>Birth Cohort: A Replication in the People's Republic of China</i> .	— Orlando Rodriguez, Ph.D., Director, Hispanic Research Center, Fordham University: <i>The New Immigrant Hispanic Populations: Implications for Crime and Delinquency in the Next Decade</i> .
Ph.D., Director, Criminal Justice Research Program, The RAND Corporation: <i>Three Strikes, You're Out: Benefits and Costs of California's New Mandatory Sentencing Law</i> .	— Lawrence W. Sherman, Ph.D., Chief Criminologist, Indianapolis Police Department: <i>Reducing Gun Violence: Community Policing Against Gun Crime</i> .	— Robert Sampson, Ph.D., Professor, Department of Sociology, University of Chicago: <i>Communities and Crime: A Study in Chicago</i> .
— Christian Pfeiffer, Ph.D., Director of the Kriminologisches Forschungsinstitut Niedersachsen: <i>Sentencing Policy and Crime Rates in Reunified Germany</i> .	— G. J. Stetson, Ph.D., Professor, School of Criminal Justice, State University of New York — Albany: <i>The Cycle of Violence Revisited Six Years Later</i> .	— John Monohan, Ph.D., Professor of Psychology and Legal Medicine, University of Virginia School of Law: <i>Mental Illness and Violent Crime</i> .
— Arthur L. Kellerman, M.D., M.P.H., Director of the Center for Injury Control, School of Public Health, and Associate Professor in the Division of Emergency Medicine, School of Medicine, Emory University: <i>Understanding and Preventing Violence: A Public Health Perspective</i> .	— Wesley Skogan, Ph.D., Professor, Political Science and Urban Affairs, Northwestern University: <i>Community Policing in Chicago: Fact or Fiction?</i>	— Benjamin E. Saunders, Ph.D., and Dean G. Kilpatrick, Ph.D., Medical University of South Carolina: <i>Prevalence and Consequences of Child Victimization: Preliminary Results from the National Survey of Adolescents</i> .
Director, Program on Law and Behavior, The Urban Institute: <i>Intervening with High-Risk Youth: Preliminary Findings from the Children-at-Risk Program</i> .	— C. J. H. van der Wal, Ph.D., Professor and Chair, Department of Criminal Justice and Criminology, University of Missouri—St. Louis, and Susan Pennell, Director, Criminal Justice Research Center, St. Louis: <i>Police and Crime: A Study in St. Louis</i> .	— Joel H. Garner, Ph.D., Research Director, Joint Centers for Justice Studies: <i>Use of Force By and Against the Police</i>
— Marvin Wolfgang, Ph.D., Director, Legal Studies and Criminology,	Governments: <i>Monitoring the Illegal Firearms Market</i> .	— Kim English, Ph.D., Research Director, Colorado Division of Criminal Justice: <i>Managing Adult Sex Offenders in Community Settings: A Containment Approach</i> .
	— Terric Moffitt, Ph.D., Professor, Department of Psychology, University of Wisconsin: <i>Partner Violence Among Young Adults</i> .	

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Subject: Selected tables on Prison Releases, 1996

From: Allen J. Beck, Ph.D., Chief

Unit: Corrections Statistics Program

Phone: (202) 616-3277

Comments: NOTE: Data covers State prison releases with sentences of 1 year and represent about 90% of all prison releases. These data are representative of all releases from State prison nationwide.

Please call me if you need clarification/interpretation.

Table 2-2. State prison releases, 1996:
Method of release, by release type

Method of release	State prison releases		
	All	First	Subsequent
All methods	100.0 %	100.0 %	100.0 %
Conditional releases	79.5 %	76.6 %	86.2 %
Parole board	35.7	39.6	26.4
Mandatory parole	35.1	26.1	54.8
Other conditional	8.8	10.9	4.9
Unconditional releases	16.9 %	19.8 %	11.6 %
Expiration	15.6	17.9	10.9
Commutation/pardon	0.2	0.2	0.1
Other conditional	1.2	1.5	0.6
Death	0.6 %	0.7 %	0.3 %
Escape/AWOL	0.9 %	1.0 %	0.3 %
Other releases	1.3 %	1.4 %	1.1 %
Unknown	0.7 %	0.7 %	0.5 %
Number of releases	413,654	270,275	133,199

Note: Data are based on releases from prison with a total sentence of more than a year. The table excludes cases with missing data for method of release. All releases include cases missing release type.

**Table 2-3. State prison releases, 1996:
Selected demographic characteristics,
by release type**

Demographic characteristic	Percent of releases		
	All	First	Subsequent
Total	100.0 %	100.0 %	100.0 %
Sex			
Male	90.7 %	89.8 %	92.2 %
Female	9.3	10.2	7.8
Race			
White	47.2 %	46.5 %	49.1 %
Black	51.8	52.3	49.8
Other	1.2	1.2	1.1
Hispanic origin			
Hispanic	18.9 %	20.2 %	18.4 %
Non-Hispanic	81.1	79.8	83.8
Age at release			
Under 18	0.2 %	0.3 %	0.0 % *
18-24	20.0	24.0	11.8
25-29	21.1	21.0	21.7
30-34	21.3	20.0	24.2
35-44	28.1	25.9	32.8
45-54	7.4	7.0	8.0
Over 54	1.9	1.9	1.5
Mean age	32 years	32 years	34 years
Education			
8th grade or less	13.5 %	13.8 %	11.0 %
9th-11th grade	45.0	45.9	43.8
High school graduate	33.8	32.8	37.0
Some college	6.9	7.0	6.9
Other	0.7	0.5	1.3
Median education	11th grade	11th grade	11th grade
Number of releases	413,855	258,480	129,460

Note: Data on race were reported for 92.1% of the 413,855 releases from prison with a total sentence of more than a year, data on Hispanic origin for 73.3%, data on age for 99.9%, and data on education for 52.5%.

* Less than 0.05%
includes death, escape/AWOL, other releases, and unknown.
Excludes death, escape/AWOL, other releases, and unknown.

41% of all releases are people under 30,
62% " " " " " 35
65% " " first release under 35

we get older over time -
age @ admission ↑
return parole notates older
33 in '97

Table 2-4. State prison releases, 1996: Time served in prison, by offense and release type

Most serious offense	First releases from State prison			Subsequent releases from State prison		
	Percent of releases	Time served in prison		Percent of releases	Time served in prison	
		Median	Mean		Median	Mean
All offenses	100.0 %	16 mos.	25 mos.	100.0 %	7 mos.	14 mos.
Violent offenses	24.3 %	27 mos.	38 mos.	24.9 %	8 mos.	18 mos.
Homicide	2.1	48	64	1.8	11	32
Murder/nonnegligent manslaughter	1.1	88	84	1.2	10	31
Murder	0.8	77	94	0.7	13	42
Nonnegligent manslaughter	0.3	59	62	0.5	7	14
Negligent manslaughter	1.0	32	41	0.6	10	23
Unspecified homicide	0.0 *	35	69	0.1	107	105
Kidnaping	0.5	32	43	0.5	8	19
Rape	1.5	47	60	1.5	8	23
Other sexual assault	3.3	31	39	2.3	7	16
Robbery	8.6	30	40	11.4	9	20
Assault	7.4	19	27	6.8	7	13
Other violent	0.9	16	22	0.7	6	12
Property offenses	32.0 %	14 mos.	22 mos.	35.2 %	7 mos.	13 mos.
Burglary	13.1	17	28	16.0	7	15
Larceny/theft	6.4	12	18	9.7	8	11
Motor vehicle theft	2.6	12	19	4.0	6	9
Arson	0.6	20	29	0.4	8	17
Fraud	4.4	12	18	2.9	8	14
Stolen property	2.1	12	18	1.8	8	14
Other property	0.8	11	17	0.4	10	21
Drug offenses	32.7 %	14 mos.	20 mos.	30.4 %	8 mos.	10 mos.
Possession	8.2	11	17	6.4	7	11
Trafficking	18.8	16	21	16.6	8	11
Other/unspecified drug	4.8	12	17	7.4	5	9
Public-order offenses	10.4 %	12 mos.	17 mos.	8.0 %	7 mos.	12 mos.
Weapons	2.7	13	18	3.1	8	11
Driving while intoxicated	3.1	10	13	2.4	8	8
Other public-order	4.6	12	18	2.5	8	16
Other offenses	0.8 %	13 mos.	18 mos.	1.5 %	5 mos.	8 mos.
Number of releases	255,220			128,253		

Note: Data are based on release type with a total sentence of more than a year for whom the most serious offense and time served were reported. All data exclude persons released from prison by escape, death, transfer, appeal, or delinquent.

* Less than 0.05%.

Table 2-5. First releases from State prison, 1996: Time served in prison, by offense

Most serious offense	Number	Total	Number of months served in State prison									120 or more
			1-6	7-12	13-24	25-36	37-48	49-60	61-84	85-119		
All offenses	255,220	100.0 %	18.1 %	24.7 %	25.3 %	12.5 %	6.9 %	4.5 %	4.5 %	2.1 %	1.4 %	
Violent offenses	61,997	100.0 %	8.9 %	15.4 %	22.4 %	16.3 %	11.0 %	8.1 %	8.2 %	5.2 %	4.4 %	
Homicide	5,386	100.0	4.2	6.8	14.2	13.9	11.9	9.8	14.0	11.9	13.3	
Murder/nonnegligent manslaughter	2,809	100.0	2.5	3.4	6.4	9.8	11.2	10.0	17.9	16.4	22.5	
Murder	1,994	100.0	2.4	3.3	6.2	8.0	11.2	8.6	14.2	17.3	28.9	
Nonnegligent manslaughter	815	100.0	2.7	3.7	7.1	14.2	11.2	13.3	27.0	14.2	6.6	
Negligent manslaughter	2,551	100.0	5.8	10.4	22.8	18.3	12.6	9.9	9.8	7.1	3.2	
Unspecified homicide	26	100.0	23.1	15.4	3.8	11.5	11.5	3.8	3.8	0.0	28.8	
Kidnaping	1,182	100.0	9.5	14.3	18.4	14.0	12.2	8.1	10.7	7.4	5.4	
Rape	3,706	100.0	4.2	5.9	14.5	15.1	13.1	10.6	13.1	11.8	11.8	
Other sexual assault	8,340	100.0	6.1	11.5	23.4	19.2	13.2	8.0	8.6	5.7	3.3	
Robbery	21,982	100.0	7.4	13.5	22.0	17.4	12.3	9.2	8.9	5.1	4.2	
Assault	19,012	100.0	13.1	22.4	26.1	14.8	8.6	6.1	5.1	2.5	1.4	
Other violent	2,389	100.0	18.0	25.2	26.5	15.8	8.0	3.5	3.1	1.0	0.8	
Property offenses	81,589	100.0 %	20.8 %	28.6 %	25.3 %	11.3 %	8.1 %	3.9 %	3.8 %	1.6 %	0.7 %	
Burglary	33,554	100.0	15.9	23.1	25.1	13.5	7.9	5.3	5.4	2.5	1.2	
Larceny/theft	21,351	100.0	25.5	28.8	24.7	9.6	4.7	2.6	2.7	1.0	0.5	
Motor vehicle theft	6,824	100.0	21.3	30.4	26.9	9.3	4.7	2.9	3.4	0.9	0.3	
Arson	1,428	100.0	15.6	18.5	25.1	14.4	9.5	6.0	8.5	3.5	1.4	
Fraud	11,131	100.0	24.7	29.2	25.7	8.7	4.6	2.5	2.4	0.9	0.3	
Stolen property	5,471	100.0	20.0	32.4	26.2	9.9	5.4	3.4	2.0	0.5	0.3	
Other property	2,042	100.0	29.0	26.8	24.3	9.3	3.9	3.0	2.1	0.9	0.6	
Drug offenses	83,464	100.0 %	20.2 %	27.3 %	27.2 %	12.2 %	5.7 %	3.2 %	3.2 %	0.7 %	0.2 %	
Possession	23,525	100.0	27.4	29.8	23.3	8.6	4.3	2.5	3.0	0.9	0.2	
Trafficking	47,561	100.0	15.8	25.0	30.2	14.1	6.6	3.6	3.7	0.8	0.2	
Other/unspecified drug	12,378	100.0	23.5	31.7	23.3	11.0	5.0	3.0	1.9	0.3	0.1	
Public-order offenses	26,581	100.0 %	24.8 %	31.7 %	25.9 %	8.7 %	3.5 %	2.2 %	2.1 %	0.7 %	0.3 %	
Weapons	6,970	100.0	21.0	30.0	28.0	10.7	4.4	2.7	2.2	0.8	0.3	
Driving while intoxicated	7,838	100.0	28.1	38.1	25.7	5.0	1.3	0.7	0.8	0.2	0.1	
Other public-order	11,873	100.0	24.8	28.4	24.8	10.0	4.5	3.0	2.8	1.1	0.5	
Other offenses	1,579	100.0 %	23.8 %	27.4 %	24.8 %	12.7 %	4.4 %	3.1 %	2.1 %	1.1 %	0.4 %	

Note: Data are based on all first releases with a total sentence of more than a year for whom the most serious offense and time served were reported. All data exclude persons released from prison by escape, death, transfer, appeal, or detainer.

Table 2-6. First releases from State prison, 1996:
Time served in jail and prison, by offense

Most serious offense	Percent of releases	First releases from State prison					
		Time served in jail		Time served in prison		Total time served	
		Median	Mean	Median	Mean	Median	Mean
All offenses	100.0 %	3 mos.	5 mos.	15 mos.	23 mos.	18 mos.	28 mos.
Violent offenses	25.7 %	4 mos.	6 mos.	26 mos.	38 mos.	31 mos.	42 mos.
Homicide	2.2	8	8	47	80	53	89
Murder/nonnegligent manslaughter	1.1	8	11	64	79	73	90
Murder	0.8	7	9	69	88	78	86
Nonnegligent manslaughter	0.3	12	15	58	60	72	74
Negligent manslaughter	1.1	4	6	32	41	35	46
Unspecified homicide	0.0	4	7	33	72	37	79
Kidnaping	0.5	8	7	30	41	36	48
Rape	1.7	4	6	46	58	50	63
Other sexual assault	3.2	4	5	28	36	32	40
Robbery	9.2	5	6	29	37	33	44
Assault	7.9	4	5	18	28	22	32
Other violent	1.0	4	5	16	22	19	27
Property offenses	31.3 %	3 mos.	4 mos.	13 mos.	20 mos.	16 mos.	24 mos.
Burglary	12.9	3	5	17	24	20	29
Larceny/theft	8.0	3	4	11	18	14	20
Motor vehicle theft	2.5	4	5	12	18	15	21
Arson	0.8	4	5	20	28	23	34
Fraud	4.1	2	4	12	16	14	20
Stolen property	2.4	3	4	12	18	15	22
Other property	0.8	2	4	11	16	13	20
Drug offenses	31.8 %	3 mos.	5 mos.	13 mos.	19 mos.	16 mos.	23 mos.
Possession	7.5	3	4	10	15	13	19
Trafficking	19.5	3	5	18	21	19	26
Other/unspecified drug	4.8	4	5	10	15	14	21
Public-order offenses	10.5 %	2 mos.	4 mos.	11 mos.	18 mos.	14 mos.	20 mos.
Weapons	3.0	3	5	13	18	16	23
Driving while intoxicated	2.7	1	3	9	12	11	15
Other public-order	4.7	2	3	12	18	14	22
Other offenses	0.8 %	4 mos.	8 mos.	12 mos.	18 mos.	16 mos.	24 mos.
Number of releases	202,254						

Note: Data are on all first releases with a total sentence of more than a year for whom the most serious offense, time served in jail, and time served in prison were reported. Detail may not sum to total because of rounding.

* Less than 0.05%.

*Time served in jail is the number of months an offender spent in jail prior to entering State prison that was credited towards the inmate's total sentence.

Table 2-18. First releases from State prison, 1996: Time served in prison, by offense and method of prison release

Most serious offense	First releases from State prison								
	Conditional releases						Unconditional release, expiration of sentences		
	Percent of releases	Discretionary ^a Time served in prison		Percent of releases	Mandatory ^c Time served in prison		Percent of releases	Time served in prison	
		Median	Mean		Median	Mean		Median	Mean
All offenses	100.0 %	16 mos.	25 mos.	100.0 %	14 mos.	24 mos.	100.0 %	17 mos.	26 mos.
Violent offenses	21.1 %	30 mos.	42 mos.	25.0 %	25 mos.	38 mos.	25.9 %	26 mos.	38 mos.
Homicide	2.0	57	75	2.3	50	62	2.0	42	59
Murder/nonnegligent manslaughter	1.2	83	98	1.6	64	78	0.7	68	84
Murder	1.0	85	100	0.7	77	95	0.6	75	89
Nonnegligent manslaughter	0.2	73	74	0.8	58	59	0.1	65	54
Negligent manslaughter	0.8	35	44	0.7	26	33	1.3	36	48
Unspecified homicide	0.0 *	--	--	0.0 *	--	--	--	--	--
Kidnaping	0.4	35	47	0.5	31	41	0.5	30	47
Rape	0.7	52	65	1.7	48	67	1.9	49	63
Other sexual assault	2.0	35	44	4.1	34	42	4.3	29	37
Robbery	8.4	31	41	7.6	28	39	7.5	31	41
Assault	5.6	22	30	7.8	16	24	8.6	19	29
Other violent	0.9	19	25	1.0	12	19	1.1	18	22
Property offenses	30.8 %	15 mos.	22 mos.	30.9 %	12 mos.	21 mos.	36.0 %	15 mos.	22 mos.
Burglary	13.3	19	27	11.6	18	27	14.1	19	28
Larceny/theft	7.8	12	18	8.9	12	19	9.6	14	19
Motor vehicle theft	1.9	13	19	4.4	11	17	2.0	19	24
Arson	0.5	24	33	0.5	19	28	0.7	18	28
Fraud	4.8	12	18	3.4	12	19	4.7	13	19
Stolen property	1.5	14	20	1.8	9	11	3.9	14	20
Other property	0.9	12	19	0.4	13	22	1.1	12	17
Drug offenses	37.7 %	14 mos.	21 mos.	31.9 %	13 mos.	18 mos.	24.7 %	15 mos.	21 mos.
Possession	11.8	11	17	9.7	11	18	6.1	13	18
Trafficking	22.2	18	22	16.7	16	20	15.1	17	23
Other/unspecified drug	4.0	17	22	5.6	8	10	3.5	12	20
Public-order offenses	9.7 %	11 mos.	16 mos.	11.7 %	12 mos.	16 mos.	11.7 %	13 mos.	20 mos.
Weapons	2.5	12	17	3.2	11	17	2.7	15	21
Driving while intoxicated	2.5	8	11	4.9	11	13	2.9	12	16
Other public-order	4.7	11	17	3.6	13	20	6.1	13	21
Other offenses	0.7 %	13 mos.	20 mos.	0.5 %	9 mos.	13 mos.	0.7 %	19 mos.	24 mos.
Number of releases	106,228			70,518			50,582		

Note: Data are on all first releases with a total sentence of more than a year for whom the most serious offense, time served in prison, and method of prison release were reported.

*Less than 0.05%.

--No statistic was calculated because there were fewer than 10 cases.

^aA conditional release occurs if the released inmate, upon violating the conditions of the

release, can be imprisoned again for any unserved portion of the sentence.

^bDiscretionary release occurs when a parole board approves a conditional release to community supervision.

^cMandatory release occurs when a statute requires that a prisoner be released conditionally. The prisoner has served time equal to the full sentence minus good time, if any. A mandatory

release must meet the requirements of a conditional release until the sentence expires or until a period set by law has elapsed.

^dAn unconditional release occurs only if the inmate is released without being required to submit to community supervision and the inmate cannot be returned to prison to serve any remaining portion of the original sentence.

Table 3-2. First entries to parole supervision from State prison, 1996: Selected demographic characteristics, by method of prison release

Demographic characteristic	First entries to parole supervision		
	Total	Discretionary	Mandatory
Total	100.0 %	100.0 %	100.0 %
Sex			
Male	89.6 %	89.0 %	90.3 %
Female	10.4	11.0	9.7
Race			
White	48.7 %	38.4 %	59.8 %
Black	52.1	60.2	39.4
Other	1.2	1.4	1.1
Hispanic origin			
Hispanic	23.4 %	17.6 %	35.1 %
Non-Hispanic	76.6	82.4	64.9
Age at release			
Under 18	0.3 %	0.3 %	0.1 %
18-24	24.2	25.6	18.9
25-29	21.2	21.5	21.3
30-34	20.2	19.9	21.0
35-44	25.5	24.7	27.5
45-54	6.8	6.3	8.0
Over 54	1.8	1.7	2.1
Mean age	32 years	31 years	33 years
Education			
8th grade or less	13.3 %	11.2 %	19.2 %
9-11th grade	45.4	45.1	44.9
High school graduate	33.9	35.4	31.8
Some college	6.8	7.7	4.0
Other	0.5	0.6	0.3
Median education	11th grade	11th grade	11th grade
Number of parole entries	207,058	107,091	70,601

65% of all first entries to parole under 35

Note: Data were reported on discretionary and mandatory releases who had entered prison with a total sentence of more than a year. Data on race were reported for 90.9% of the 207,058 State parole entries who entered prison with a total sentence of more than a year; data on Hispanic origin for 68.3%; data on age at release from prison for 99.9%; and data on education for 59.0%.
 *Offenders entering parole supervision for the first time for their current offense.
 †Excludes other conditional releases.

Table 3-3. First entries to parole supervision from State prison, 1996:
Offense, by sex, race, and Hispanic origin

Most serious offense	First entries to parole supervision						
	All	Sex		Race			Hispanic
		Male	Female	White	Black	Other	
All offenses	100.0 %	100.0 %	100.0 %	100.0 %	100.0 %	100.0 %	100.0 %
Violent offenses	23.6 %	24.8 %	13.4 %	23.4 %	24.2 %	31.3 %	21.4 %
Homicide	2.1	2.1	2.4	2.2	2.1	4.0	1.8
Murder/nonnegligent manslaughter	1.2	1.2	1.3	1.1	1.3	2.2	1.3
Murder	0.8	0.8	0.8	0.7	1.0	1.3	0.6
Nonnegligent manslaughter	0.4	0.4	0.4	0.4	0.3	0.9	0.7
Negligent manslaughter	0.9	0.9	1.1	1.1	0.8	1.7	0.8
Unspecified homicide	0.0 *	0.0 *	0.0 *	0.0 *	0.0 *	0.1	0.0
Kidnaping	0.5	0.5	0.2	0.5	0.4	1.1	0.5
Rape	1.3	1.5	0.1	1.7	1.1	2.0	1.0
Other sexual assault	3.0	3.3	0.4	4.7	1.4	4.1	2.8
Robbery	8.8	8.3	4.8	8.1	11.7	7.3	7.7
Assault	6.9	7.2	4.5	7.0	6.8	10.5	6.8
Other violent	0.9	0.8	0.9	1.1	0.7	2.3	0.8
Property offenses	31.0 %	30.3 %	36.8 %	36.8 %	26.1 %	31.1 %	24.3 %
Burglary	12.9	13.7	5.8	15.8	10.3	13.4	11.3
Larceny/theft	8.1	7.3	14.8	8.7	7.7	7.5	5.5
Motor vehicle theft	2.7	2.9	1.2	3.2	2.0	3.1	4.0
Arson	0.5	0.5	0.5	0.7	0.4	0.8	0.3
Fraud	4.3	3.3	13.0	5.4	3.7	3.9	1.5
Stolen property	1.7	1.8	1.2	2.1	1.5	1.4	1.3
Other property	0.7	0.8	0.4	0.8	0.6	1.2	0.4
Drug offenses	34.7 %	33.8 %	42.3 %	27.3 %	41.1 %	17.4 %	43.8 %
Possession	10.0	9.5	14.2	7.0	12.2	4.3	9.5
Trafficking	19.5	18.4	20.1	15.4	22.9	8.9	28.6
Other/unspecified drug	5.2	4.9	8.0	4.8	8.0	4.3	5.7
Public-order offenses	10.1 %	10.5 %	6.8 %	11.8 %	8.2 %	19.2 %	8.8 %
Weapons	2.7	3.0	0.7	2.1	3.2	2.8	3.0
Driving while intoxicated	3.2	3.3	1.5	5.3	0.8	4.1	4.8
Other public-order	4.2	4.2	4.5	4.4	4.2	12.3	1.8
Other offenses	0.6 %	0.6 %	0.7 %	0.7 %	0.4 %	1.0 %	0.8 %
Number of parole entries	204,921	183,572	21,331	88,775	97,186	2,155	33,071

Note: Data on most serious offense were reported for 88.0% of the 207,058 State parole entries to prison with a total sentence of more than a year.
 *Less than 0.05%

Includes persons of Hispanic origin.
 Includes American Indians, Alaskan Natives, Asians, and Pacific Islanders.
 Includes persons of all races.

**Table 3-4. First entries to parole supervision from State prison, 1996:
Offense, by sex and race**

Most serious offense	First entries to parole supervision			
	Male		Female	
	White	Black	White	Black
All offenses	100.0 %	100.0 %	100.0 %	100.0 %
Violent offenses	24.7 %	25.4 %	11.8 %	14.8 %
Homicide	2.2	2.0	2.4	2.4
Murder/nonnegligent manslaughter	1.1	1.3	1.1	1.4
Murder	0.7	1.0	0.8	0.9
Nonnegligent manslaughter	0.4	0.3	0.3	0.5
Negligent manslaughter	1.1	0.8	1.3	1.0
Unspecified homicide	0.0 *	0.0 *	0.0 *	0.0
Kidnaping	0.8	0.4	0.2	0.2
Rape	1.9	1.2	0.2	0.0
Other sexual assault	5.2	1.6	0.6	0.1
Robbery	6.3	12.5	3.9	5.8
Assault	7.4	7.0	3.3	5.7
Other violent	1.1	0.7	1.2	0.7
Property offenses	38.4 %	25.1 %	39.8 %	34.5 %
Burglary	18.8	11.0	7.3	4.4
Larceny/theft	8.2	8.6	13.4	16.2
Motor vehicle theft	3.4	2.2	1.4	0.8
Arson	0.8	0.3	0.8	0.5
Fraud	4.2	2.7	15.3	11.4
Stolen property	2.2	1.8	1.5	0.9
Other property	0.9	0.8	0.4	0.4
Drug offenses	25.8 %	40.7 %	39.5 %	44.5 %
Possession	6.4	11.8	12.5	15.5
Trafficking	15.1	23.0	18.3	21.4
Other/unspecified drug	4.4	5.8	8.6	7.6
Public-order offenses	12.3 %	8.5 %	8.0 %	5.7 %
Weapons	2.3	3.5	0.7	0.7
Driving while intoxicated	5.6	0.9	2.9	0.3
Other public-order	4.4	4.1	4.4	4.7
Other offenses	0.7 %	0.4 %	0.9 %	0.5 %
Number of parole entries	77,599	86,441	8,189	10,740

*Less than 0.05%

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THE NEW DEMOCRAT

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HAD ENOUGH?

How We Can Turn the Corner on Violent Crime



John J. Dilulio Jr.
Mark A.R. Kleiman
Ed Kilgore
Andrew Rotherham
Joe Lieberman
The Editors

isplay until September 15, 1999



does with specific policy changes that rationalize the conditions under which citizens receive public support or suffer public penalties: Violent criminals who commit new crimes get reincarcerated for longer periods and at higher rates; police crack down on quality-of-life criminals and open up to community leaders; welfare recipients are required to work and helped to find jobs; and so on. One leading re-administering theorist, Lawrence Mead, terms these changes in social-policy implementation "the new paternalism." Continue to re-administer social policies paternalistically, he argues, and we will continue to see good social results for years to come.

There is something to be said for each thesis. Take the case of Boston. For nearly two and a half years beginning in 1995, the city had no gun-related youth homicides. Re-norming was undoubtedly a part of the story. Inner-city faith communities mobilized grassroots campaigns to "stop the noise" (deviancy norms were redefined back up). Re-administering mattered too. The shooting ceased as the number of young males busted for probation violations quadrupled (detention centers were filled back up). Re-norming met re-administering as preachers and probation chiefs joined together on a slew of new community-based anti-violence initiatives. Some youths have been shot dead in Boston since 1997, but the city's homicide rates have remained at levels not seen since the mid-1960s.

Still, there are many significant inter- and intra-city differences in rates of violent crime and other social ills that neither thesis captures and neither would predict. Why has Boston been re-norming and re-administering but not Philadelphia? How does re-norming relate to the fact that in 1997 non-marital births were twice as high in New Mexico as they were in Idaho? Why did homicide

rates go into a free fall in New York City as officials re-administered policing, but also in Los Angeles and other cities where officials did no such thing?

Watch, Wait, Work, Wince — and Pray

Re-norming and re-administering aside, what of "reinvesting," as in the nation's unprecedented post-1993 economic boom? Didn't Boston also witness an expansion in jobs and economic opportunity in the violence-ridden neighborhoods where more than 80 percent of the city's serious street violence had long been concentrated? In Boston and nationally, what will happen to re-norming and re-administering during the next recession?

What of the fact that fatherlessness remains a norm in many communities and for an estimated 1.3 million sons and daughters of incarcerated men? What of the fact that we have yet to re-administer a single big-city child protective services agency even though the incidence of substantiated child maltreatment has reached record highs, and even as we acknowledge that today's abused kindergartners will by the year 2006 number among the country's 21 million teens, the largest teen cohort since 1980?

What it took over three decades to ruin should take at least a decade to predictably and reliably regain. If the violent crime data and other positive post-1993 social trends are still looking so good on New Year's Eve 2003, let's celebrate. For now, however, let's watch, wait, work, wince — and pray. ♦

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THE NEW FRONT LINE

Converting Probation into a Serious Crimefighting Tool

BY MARK A. R. KLEIMAN

In 1990, there were roughly 732,000 inmates in our federal and state prisons. By 1997, the number had risen to nearly 1.2 million, plus another half-million in local and county jails. Despite that massive and expensive increase in incarceration, the rate of violent crime in the United States, while declining, remains at several times the levels of any other advanced industrial society.

Clearly, America has too much crime and too many prisoners. For both issues, part of the problem, and the most promising solution, is probation. Instead of being a real attempt to supervise and help offenders in the community, probation is now for the most part merely a legal

status that means government can incarcerate them for future offenses without the fuss and bother of a criminal trial.

The probation system's inadequacies drives judges who want to subject criminals to meaningful punishment to overuse incarceration. Until we learn how to punish criminals and control their behavior without paying their room and board, we won't get a handle on crime, and we will continue to spend millions each year keeping wrongdoers behind bars.

We need to convert probation (and the smaller parole system) into a serious means of punishing, monitoring,

controlling, and rehabilitating criminals. The key is to use frequent drug testing in tandem with new location-monitoring technologies to keep far closer track of probationers' and parolees' behavior. In conjunction with those steps, we should give community corrections officials authority to impose swift, predictable sanctions on offenders when they violate the terms of their probation or parole. If we take these steps, we can reduce crime and rein in spending on corrections.

More Criminals Than Cells to Hold Them

There are more convicted criminals in America today than there are prison cells to hold them. About three-quarters of the people under criminal justice supervision aren't behind bars but rather are on parole or probation. Nevertheless, we continue to spend more on incarceration than on community corrections. Our prisons hold only one-quarter of all offenders, yet they get about two-thirds of the money spent on corrections.

While the parole system — which handles those being released from prison early — is somewhat better-staffed than probation, even parole caseloads are absurdly high, and the "truth-in-sentencing" movement has led to a great reduction in the period of post-release supervision. Probation caseloads are ludicrous — hundreds per officer — and result in only nominal supervision. The primary supervisory technique — one-on-one meetings — is profligate of officer time and produces little useful information about compliance with probation conditions. Better monitoring techniques are the key to making the system work.

We know that probationers and parolees consume approximately half of all the hard drugs (i.e., methamphetamine, heroin, and cocaine) sold nationwide and that criminals on release who use such drugs are far more likely than others to commit new crimes. Urine tests covering up to five drugs at a time only cost about \$5 per test, yet probation and parole agencies rarely administer them to offenders under their supervision. For example, Los Angeles County averages about one drug test per probationer per year.

Likewise, existing wireless communications technology would allow probation and parole agencies to continuously track the location of the offenders they supervise to within several yards. Yet few parole and probation offices use electronic monitoring devices.

Uncertainty of Punishment

Probationers who violate the terms of their release cannot be punished without a court hearing. Moreover, punishment is entirely at the discretion of a judge and therefore is not a sure thing.

Many first-time offenders regard being sentenced to probation as an effective acquittal. Handing out nominal punishments to those just beginning their adult criminal careers encourages them to continue offending.

Most serious crimes are committed by repeat offenders who cycle through the community corrections system again and again, both before they go to prison for the first time and in between subsequent prison terms. Repeat offenders tend to be reckless and impulsive. Controlling their behavior depends more on the certainty of swift punishment than it does on the severity of the sanctions eventually imposed.

Getting Out From Behind Their Desks

Community corrections officers need to get out from behind their desks and go to where their clients are, employing their extraordinary powers of search to monitor behavior.

The legal foundation for a modernized, more effective community corrections system is largely in place. By law, probation and parole officers already possess powers of search that far exceed those of the police (at least with respect to probationers). Again by law, community corrections departments already possess wide discretion over the terms of probation and parole and have authority to vary those conditions from client to client and from time to time.

Abstinence from hard drugs, verified by frequent drug testing, should be a routine condition of probation and parole. So too should curfews or other limits on freedom of movement, verified by electronic position monitoring. Offenders who comply with these and other conditions of their release should be rewarded with fewer drug tests and relaxed restrictions on their movement. Conversely, punishments should be ratcheted up for those who continue to break the rules.

Offenders who violate the terms of their release should be subjected to unambiguous, formula-based sanctions, with punishment meted out swiftly by community corrections officers. For example, states could pass laws authorizing probation and parole officers or their supervisors to impose sanctions that would be subject to judicial review. Alternatively, states could begin to assign "on call" judges to probation offices.

Probationers and parolees whose reading and writing skills limit their job prospects also should be required to attend literacy programs. States also should create direct data links between community corrections offices and adult-education centers, drug rehabilitation clinics, job-training offices, and the like. With such links in place, probation and parole officers could determine instantly whether the criminals they are supervising are complying with release conditions involving such agencies.

The New Front Line of Crime Control

If we are going to make parole and probation offices our front-line crime-control agencies, we'll need far more community corrections officers. These officers will need better training and vastly expanded access to information

technology. In some cases, they will need to be armed. Pay and working conditions will have to be adjusted to reflect their heightened role in ensuring that probationers and parolees stop committing crimes, don't use drugs, and accept family and workplace responsibilities.

Elected officials and opinion-makers need to put community corrections on the political agenda. If they do, they could create a climate in which community correc-

tions gets the resources and the responsibility it needs to become as important an element as the police in the struggle to control crime and preserve liberty. ♦

Mark A.R. Kleiman is a professor of policy studies at the University of California-Los Angeles and chairman of BOTEK Analysis Corp. An expanded version of this essay will appear in a forthcoming issue of the UCLA Law Review.

GUN? RUN!

Gun Control and the Republican Politics of Evasion

BY ED KILGORE

Maybe all this talk of gun control is just an overreaction to Littleton that will go away. Maybe Democrats will overreach and propose something unpopular, like a handgun ban. Maybe we can finesse the issue by supporting something innocuous — or bury it by supporting something the Democrats will surely oppose. Maybe we can muddle legislation so thoroughly that no one knows whom to blame for its demise. Maybe we can talk about something else and hope no one notices.

So go the tortured musings of Republicans as they vainly try to straddle the gap between their opposition to even modest gun control laws and the American people's decided support for them. They squirm and wriggle but cannot accept the obvious: Americans want tighter control over gun sales and possession.

Some reasons for the GOP's gun problem are obvious. First there's the power and campaign contributions of the National Rifle Association and more extreme groups such as the Gun Owners of America. In addition, many grassroots conservatives, especially those in rural areas where guns are considered a benign tool of daily life, passionately oppose gun control.

But it's hard to view the recent gun control debate in Congress without concluding that the GOP has a more fundamental problem with gun violence: They wish the issue would just go away. Like so many Democrats in the 1980s and early 1990s who refused to acknowledge the salience of national defense, crime, welfare reform, and other "Republican" issues, Republicans today treat gun control as a "Democratic" issue to be evaded at all costs.

The recent spectacle in the House over legislation to tighten background checks for gun show purchases, require childproof trigger locks, and limit importation of multishot ammunition clips amply illustrated the GOP's politics of evasion on guns.

As the House prepared to vote, conservatives and the gun lobby loudly denounced Senate Republicans who voted for similar legislation a few weeks earlier.

("Treason!" cried the Gun Owners of America with its usual self-restraint.) House Speaker Dennis Hastert, only hours after a macho display of crack-the-whip leadership on appropriations bills, suddenly announced that the House Republican leadership would not even try to craft a unified party position on gun violence. Instead he scheduled several days of debate, during which House conservatives railed against parents, pop culture, the 1960s, and of course, the Supreme Court for banishing the Ten Commandments from public schools — against everyone and everything, it seems, except irresponsible gun manufacturers, importers, and sellers.

Pro-gun Republicans next orchestrated a series of poison-pill amendments that were helpfully sponsored by pro-gun Democrats. Rep. John Dingell (D-Mich.) proposed to weaken existing laws governing background checks at gun shows, while Rep. Virgil Goode (D-Va.) moved to kill the District of Columbia's ban on handgun possession — the only one of its kind in America. In the ensuing fog of partisan charges and countercharges, the bill went down by a big, bipartisan margin. The gun lobby and House Majority Whip Tom DeLay (R-Texas) seemed to be the only ones happy with the outcome.

Embracing Old Democratic Tactics

This melodrama featured the same kill-the-bill, spread-the-blame tactics Republicans have used to keep campaign finance reform bottled up since they assumed control of Congress in 1995. But it also eerily resembled efforts by congressional Democrats in the 1980s and early 1990s to bury popular conservative causes with too-clever-by-half procedural maneuvers and constant efforts to change the subject.

Make no mistake: Today's modest gun control proposals are just as popular as term limits, balanced budget amendments, and welfare reform were when Democrats controlled Congress in the 1980s and early

URBAN YOUTH • LITERACY • CITIZEN SCHOOLS • MEDIA VIOLENCE

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POLITICS, IDEAS, AND CIVIC LIFE IN MASSACHUSETTS

THE WORD ON THE STREET

Boston's street
ministers reach out
to youths in trouble.

How to save souls?

Start by saving lives.

*Streetworkers Mark Scott,
Teny Gross, and Larry Mayes*



the Street MINISTERS

*For urban youth, the city offers
a world of trouble. Here's a
behind-the-scenes look at how
a group of Boston streetworkers
is doing a world of good.*

LARRY MAYES IS PACING THE HALLWAY OF Dorchester District Court like a man on a mission. Mayes is a youth outreach worker, more commonly known as a "streetworker," who is employed by the Ella J. Baker House in Boston's Four Corners neighborhood, not far from the courthouse. He's here to advocate for a man we'll call "Mario," a 25-year-old Cape Verdean who has surrendered to authorities one year after skipping out on assault and battery charges. Mayes wants to keep Mario out of jail. "If I can somehow get strict probation or we get another hearing, it's a huge win," Mayes says as he waits anxiously for the case to be called.

It would be a victory for Mario, but Mayes is thinking about more than that. It would be a big win for the new way business is being done on the city streets and in its courts.

A spate of shootings among rival Cape Verdean groups had punctured the calm of a quiet summer on the streets, and the police were ready to crack down. They were going to arrest a number of youths who had outstanding warrants, and Mario was on their list. Before making their move, however, police officials did some-

BY MICHAEL JONAS
PHOTOS BY WILLIAM MOREE

thing unheard of in most big-city departments: They handed their warrant list to local ministers and gave them 10 days to get the wayward wanted to come in on their own.

Rev. Filipe Teixeira, a 33-year-old priest who ministers to Cape Verdean youths in Boston's Roxbury and Dorchester neighborhoods, and Rev. Eugene Rivers, the outspoken leader of the Azusa Christian Community, an urban ministry that operates the Baker House, paid a visit to Mario's mother. After the ministers left, Mario's mother contacted her son, who months earlier had fled to a city outside Boston, and begged him to settle his accounts with the law. Mario decided to turn himself in.

"I'm shocked that he called, I'm not lying," says Mayes. "A lot of these kids are hard heads."

Mario still has to face the earlier charges. And because he defaulted before, he could be heading to jail on high bail until his trial, months down the road. But because Mario came in on his own, Mayes and Teixeira are hoping the judge will release him under tight supervision pending the trial. They also hope such an outcome might lead other young Cape Verdeans to come clean on their outstanding warrants. Teixeira thinks Mario might even be willing to work with him to steer other youths in the community away from trouble.

The case looks like just one more chapter in the endless tale of broken lives and laws that is being told at the Dorchester court on this steamy July morning. But as Mayes and Teixeira confer in the hallway, and Mario's mother waits inside the courtroom wearing a worried look, what's unfolding is another small test of Boston's nationally acclaimed approach to stemming gang violence and youth crime. Fittingly enough, a streetworker from the Ella J. Baker House is in the thick of it.

TAKING IT TO THE STREETS

All kinds of new lines of communication have developed among the many groups in Boston touched by youth crime—from police to preachers, probation officers to school officials. And credit for Boston's success in reducing violence has been widely shared, too. But at the heart of the effort has been the willingness of Rivers and some other church leaders in the city's black community to lay claim to the streets and to the young men leading lost lives there. "Without the ministers," says Boston police Capt. Robert Dunford, who oversees the Four Corners area, "I think the whole thing would have been built on sand."

Much of this ministering is being done by a cadre of streetworkers whose job is to be available—night and day—to youths on the edge of trouble. In 1990, the City of Boston sent four outreach workers into the streets, combing the neighborhoods, trying to redirect gang members away from the downward spiral of drugs and guns. The city's streetworker program has now grown to 30 positions—although high turnover and low salaries left eight



**"Without the ministers...
the whole thing would
have been built on sand."**

of those slots unfilled this summer. The state Department of Public Health funds an additional half dozen streetworker positions. Community health centers and other service agencies throughout the city have outreach teams whose stated mission may be HIV education or teen pregnancy prevention, but who represent another form of streetworker. And community groups such as Teen Empowerment in the South End and the Dorchester Youth Collaborative provide outreach targeted to specific city neighborhoods. All told, says Tracy Litthcut, the city's director of youth services, there are more than 100 people citywide interacting full-time with young people "out on the street level."

But the churches have laid the foundation for the city's anti-crime efforts. The Ten Point Coalition, formed in 1992, brought new voices of moral authority to the

campaign against crime: Rev. Rivers, Rev. Ray Hammond and Rev. Jeffrey Brown, among others. The Baker House has become a cornerstone of the outreach work. Operating out of a three-story house in the middle of the tough Four Corners neighborhood, Rivers and a full-time staff of nine direct a range of programs for area youths. Their specific duties aside, the Baker House staff act ultimately as front-line soldiers in a crusade to reclaim young lives marked by fatherlessness, low expectations, and a street culture where jail time is more rite of passage than badge of shame.

The work involves more than just keeping the peace.



At work in and around Dorchester: Teny Gross, Larry Mayes, and (above) Mark Scott. Below right: Rev. Eugene Rivers.

Sometimes it means negotiating a return to school or brokering a deal with state juvenile authorities to keep a teen out of detention but under the close watch of a Baker House worker. Just as often, it means simply spending time with young people who have few real mentors in their lives, acting as social counterweights to the fast-paced street life that tugs constantly at young men in the city's minority neighborhoods.

Larry Mayes speaks of the need to embrace young urban outlaws. Sometimes that means going to the prisons and ministering to them there. He sees his work partly as a Christian-inspired propaganda campaign. "Who has the loudest voice, who has the most influence?" he asks. "I'm out to prove to these kids that I can be more authentic than their own friends. A lot of times when they get arrested their friends go bye-bye. No one shows up to visit them in jail. We do."

And sometimes it means going to court on behalf of someone like Mario. Having worked with police to bring

DEATH AT AN EARLY AGE

Gene Rivers landed in Boston's Four Corners neighborhood in 1988, determined to make a difference in one of the city's most violence-racked neighborhoods. "We didn't know what we were moving into," says the 49-year-old Pentecostal minister and Harvard dropout. Twice his house was hit by gunfire, once the shots piercing the bedroom where Rivers' young son was sleeping. "There were no atheists in the foxholes," Rivers says.

"The only way you have a major impact is to live there," says Rivers, who has regularly roiled the waters of the black establishment, calling on leading black academics and religious leaders to match high-minded rhetoric with street corner resolve. "We learned that from the Catholics. We learned it from the drug dealers."

One drug dealer in particular made a deep impression on Rivers and his fellow activists who moved into the neighborhood in the late '80s and early '90s. With an AK-47 at his disposal and customers logged on a computer, Selven Brown was a dangerous but bright hood. He made it clear why gang life and drug dealing had the upper hand in Four Corners. In a neighborhood with few positive adult role models, and where most young males had no father in their life, Brown told the Azusa activists, "I'm here, you're not. I win, you lose."

"He said, 'I'm going to beat you guys forever,'" recalls Mark Scott, the 37-year-old director of the Baker House programs.

Despite his taunt, Brown, whom Rivers calls "an intellectual in his own right," struggled to leave "the life." At one point, the Azusa activists helped send him to a small Alabama college. But he was back before the school year ended, and took a deep slide down. On a July night in 1993, Brown became one more victim of the streets, dead of a drug overdose at age 27.

Rivers calls Brown a "mentor" who gave the Azusa activists "an introduction to a universe that none of the black leadership in the city had any clue about." And the day before he died, says Rivers, Brown offered an eerily premonitory parting comment. "He said, 'I may be damaged goods. What you gotta do is get the children. Save the kids.'" —MICHAEL JONAS



MARK GARFINKEL / BOSTON HERALD

him into the system, Mayes and his compatriots believe it's time to balance justice with mercy. They think Mario is ready to turn the corner on crime. It's a gamble, but one not taken on blind faith. It comes of an effort to look into the hearts of young people who are shunned or feared by most adults.

KEEPING THE FAITH, KEEPING THE PEACE

In 1995, the Azusa Christian Community opened the Ella J. Baker House on Washington Street, the main artery through the Four Corners neighborhood. Named for a founder of the Southern Christian Leadership Conference, the building was a burned-out former crack den. Fully renovated, it now houses the Azusa youth center and worship services.

Topped off by a smart, four-color Victorian paint job, the Baker House is a beacon of the "faith-based" approach to social problems now in vogue. The concept landed Rivers on the cover of *Newsweek* magazine last year, and it had Al Gore and George W. Bush jockeying this summer over who could pledge greater allegiance. The Azusa activists, however, have been at it in Four Corners for more than a decade. And the approach had some currency



**"We sell values here. We're saying there's
a normal world here. Let's get you back in it."**

before that, too, says Mark Scott, the 37-year-old director of the Baker House programs. "Not a new idea, about 2,000 years old," he says.

Scott, who moved to Four Corners a decade ago to join Rivers's church, gave up his job as a librarian two years ago to work full-time at the Baker House. "For me," he says, "Jesus sided with the poor, and all those Scriptures side with the poor and the alien and the prisoner and the down-trodden, and there's no getting off the hook."

Raised as a Catholic on Chicago's South Side, Scott is now preparing to become an ordained Pentecostal minister. With a master's degree in library science, he was, like most of the Azusa members, on a decidedly middle-class, professional trajectory before responding to the pull of strong faith and a belief that its power could be harnessed

to tackle the most desperate problems facing black, inner-city neighborhoods. "All social movements are led by largely, déclassé middle-class intelligentsia," says Rivers, who calls the small Azusa community "a lean, mean, guerrilla machine."

Though the Azusa activists say it is indeed a holy war to save lives that they are waging, there's no Bible-thumping in their dealings with young people, most of whom have had little contact with church life. "It would be meaningless," says Rivers. "You might as well be speaking 12th-century Peloponnesian. And so we don't speak in foreign languages. These people have heard all the B.S. before; they've got to experience God's love. They experience God's love through us loving them, loving them with expressions of sacrifice and commitment and long hours."



Streetcorner society: Scott, Gross, and Mayes say they see a different side of some gang members when they are away from the group.

The Azusa street ministers blend activism with a strong belief in political self-determination, much as Ella Baker and the civil rights activists did in the 1950s and '60s. "The black community is in a serious crisis—it's in dire shape," says Scott. The solutions have "got to come from the community. No outside force is going to be able to come in and say we'll fix this for you. It's an old piece of nationalism that black people have to fix it for themselves. Well, what institution that is part of the community is going to do it? Of all of the institutions that you could look to, the church is the most viable."

There is no shortage of churches in Boston's black community. Between small, storefront ministries and larger congregations, there are more than two dozen churches along Washington Street alone, says Scott. "You feel like—all this God, we shouldn't have any problems," he says. Though a number of churches have stepped forward as

part of Boston's anti-crime efforts, many remain focused inward on their flock, showing little interest in reaching out to youths at the far margins of the community. "The church has not done what it could do or should do," says Scott.

Ultimately, he says, the work with young people is about redemption, an "*a priori* belief that they're created in the image of God, and that they therefore have an unlimited amount of potential." But you have to save lives before you can save souls, and the path to spiritual redemption runs firmly on the ground. You have to "forget the church altogether almost, and be on the street, be in the field, be available right where the kids are," says Scott. "Avoid violence, achieve literacy, access jobs. If they could do those things, that would be success."

HELPING THOSE WHO HELP THEMSELVES

Over the summer, the Baker House runs science and sports camps, and a job-readiness program. The one constant throughout the year—and throughout the night—is the availability of staff to deal with young people in every type

of crisis imaginable, from 2 a.m. calls from a police lock-up to pleas for help from homeless 16-year-olds.

"Like AT&T, I'm in business. Every page will be returned," says Teny Gross, who is paid through the city's streetworker program, but works full time out of the Baker House. The Israeli-born son of a Croatian Jew and Serbian Catholic, the 33-year-old Gross was a photography student at the Museum of Fine Arts when he came to Four Corners in 1990 to do a documentary project on Azusa's outreach work. He never left, and is widely regarded as one of the most committed and effective youth workers in the city.

Gross finds his own reference point for the group's drive to repair black city neighborhoods. "I think Azusa is really a 'Zionist' organization. You cannot ask for others to save you. If you can't build your capacity to save yourself, you are doomed," says Gross, who regards himself as something of an outside helper-soldier in the Azusa army.

Because the Baker House has established a strong foothold in the neighborhood, more and more young people find their way to the building on their own, or are referred by a friend, teacher, or probation officer. Contrary to popular images of streetworkers corralling a crew of teens under a street lamp, Gross generally shuns that approach. "I spend a lot of time with kids alone. I'm not a fan of big groups. There's a lot of bravado going on," says Gross. "Everyone's like high-five, everything's cool. But it's a fake. Inside people are eaten." Though he once had a gun pulled on him on a Mattapan street, Gross calls the street swagger of most young gangbangers "a shell, it's a thin shell of rejection." When they're alone with him, says Gross, "I have some tough gang members who cry with me."

He says the initial stages of gang life—the sense of importance, of belonging—"are truly exhilarating for an inner-city kid." The later stages offer a different scenario. "More and more stress, get shot, in jail," says Gross. "It usually is not a happy ending."

"We sell values here," Gross says of the Baker House. "We're saying there's really a normal world here. Let's get you back into it."

KICKED OUT

"William," a 16-year-old black youth with a muscular build and weary eyes is one of the many teen-agers Gross sees who is living far from the "normal world." Estranged from the aunt and uncle who were raising him, he's been living with grandparents. He's been kicked out of high school, and his grandfather is accusing him of selling drugs, a charge he denies. He also swears off any gang involvement, a claim that Gross later confides he doesn't accept with full confidence.

"My grandfather just disowned me. I'm not even allowed in the house," William tells Gross, sitting in a

meeting room at the Baker House on a late June afternoon. He's been bouncing between places, and his case worker from the Department of Social Services is talking about a foster home. "Practically, I'm a bum, if you ask me," he says. "A bum is a person that don't have no home, and I don't have no real home."

Gross says he can work on getting him back into school, and he offers to go with William to help negotiate a return to his grandparents' home. "I'll do whatever it takes for me to get back in the house," says William. "I'm tired of running. Today I just want to go home, to my own room, and lay down, go to sleep for a couple hours."

Ten days later, William is one of 40 teen-agers who show up for the start of the Baker House summer job-training program. It's the third year that Baker House has run the six-week program, in which teens take part in mock interviews, goal-setting exercises, and get some hands-on experience with computers, carpentry, and other lines of work. They're paid \$5.50 an hour through the city's summer jobs program, and the Boston Private Industry Council provides job placement help. A grant from the police department pays for a van, leased for the summer, and for food consumed during a two-week stay at Camp Edwards army base on Cape Cod.

Last year, 60 teens started the program, but only half made it to the end. It's not a stellar retention rate, but the program doesn't draw from the honor roll. A lot of these young people, says Rivers, are part of "a whole generation of kids beneath the radar screen that aren't going to be doing Boys and Girls Club, YMCA, Big Brother. They're going to be doing time." Indeed, two high-profile gang members were in the program last summer; one of them is now in jail. "You see them in our room, and they're just kids—which they are," says Gross. "Put some of them on the street at night, and you'll be afraid to go on that block. You've got some real players and future players."

One of those they're trying to keep off the streets is a wiry 13-year-old Gross has known for three years. "Barry"

is already a veteran of the Department of Youth Services, the state agency that supervises juvenile offenders. He stopped showing up at school in the spring, and DYS was ready to commit him to a state-run facility. "I negotiated with DYS," says Gross. "He was going to be locked up for six months. The only reason they're not locking him up is because he's coming with me."

"Looks sweet as hell," Gross says of Barry. "I remember him carrying a gun when he was 10. We'll see if we can save him. Everyone else has sort of given up on him." Gross and others at the Baker House often speak in shorthand of

"saving" kids. In reality, they say, they can only show kids a better path to follow; the rest is up to them. "They fix themselves," says Mark Scott, who tells youths, "Decision is destiny—it's really on you."

The prime time for trouble is between ages 14 and 24, say youth workers. After that high-risk period, many settle into more licit lives, driven by a combination of maturity and exhaustion from life on the streets. "I call that the bottleneck," Gross says. "I push you through that, you're probably all right."

For some, the awakening comes earlier.

"I was young and dumb," says Luis Garcia. At 19, he's working as an assistant supervisor in the Baker House job-training program. Just six months earlier, however, he finished a year on probation for receiving stolen vehicles.

Before that, there was a juvenile crack cocaine conviction that landed him in DYS custody for six months.

Last year, Garcia finished his high school G.E.D., and he now hopes to enroll at Roxbury Community College. "It's pretty hard going from negative to positive," says Garcia. He has two daughters, ages 1 and 3, and says they were his motivation to straighten out—as was his mother. "I didn't want my mother looking at me through the bars."

"I'm working with kids telling them right from wrong," he says of his summer job. "But I can't tell them too much, because you have to learn from experience. The negative life—it's bullshit. I look at those kids over there, they don't really realize it."



**"No outside force is
going to come in and say
we'll fix this for you."**

GETTING THE WORD OUT

Everyone agrees the streets are safer and quieter than they were in the early 1990s. Crime levels in Boston are at a 30-year low, and the city's murder rate has plummeted a stunning 78 percent, from a peak of 152 killings in 1990 to just 34 murders last year. During the 30-month period from July 1995 to December 1997, there wasn't a single juvenile homicide victim in Boston. "The good news is almost unbelievable," says Rivers. "It's a different world."

But there are troubling signs that Boston could be in for another wave of gang violence. With many of the most violent homegrown gangs put out of business or suppressed by aggressive policing and prosecution in the mid '90s, local factions of the Bloods and Crips, the notorious Los Angeles street gangs, have begun to fill the vacuum. During a memorial walk in February 1998 for a Dorchester youth cut down by gunfire, Teny Gross and Lieutenant Mike

Hennessey of the Boston school police force talked about the rising temperature on the streets. "We didn't know what we were going to do about it, but we knew we had to do something," recalls Hennessey.

The following month, in the city's Brighton neighborhood, a group of Crips carried out a brutal attack on a Blood with a hammer and machete. Lieutenant Gary French, commander of the Boston police department's anti-gang unit, showed up shortly after that at the Baker House, and within days there had been meetings between leaders of the Ten Point Coalition and law enforcement officials. Cardinal Bernard Law, a stalwart supporter of the Ten Point Coalition, hosted a strategy session at his residence in Brighton, and Mayor Tom Menino convened a City Hall summit with school superintendent Thomas Payzant. With much of the new gang activity taking place at schools—some of it starting among younger, middle

A BAD ENDING

The phone call came in the middle of a Sunday afternoon meeting at the Baker House in late June. Street worker Teny Gross went to answer it. Not wanting to be interrupted during the session, Rev. Eugene Rivers, told him, "Only if it's life or death." It was.

A teen-ager who had once run the streets of Dorchester's Four Corners neighborhood, 17-year-old Elbert Johnson, was wanted for a murder committed over the weekend in Brockton. Johnson was the target of an all-out police manhunt, and had shown up at the Boston home of a surrogate family that helped him out over the years. They called Rivers and asked for his help.

Rivers spent four hours talking to Johnson, and after convincing him his only alternative was to be "hunted down like a dog" by police, Johnson agreed to surrender. At 8 o'clock that night, Rivers and Gross escorted him into the Area C police station in Dorchester.

"Man, it's tough," Rivers said quietly, with uncharacteristic reserve, a few minutes later, standing outside the station in the glow of the fading sun.

For all the success Boston has enjoyed in curbing youth violence, and for all the small victories Rivers, Gross, and others on the front lines chalk up each day, there are still plenty of stories with bad endings. Two days later, Gross still couldn't shake the weekend's events. "It has all the elements of a Greek tragedy," he said. "That second that changes someone's life." Gross said he keeps thinking that "with all the young people we're with, how outnumbered we are, and that kid slipped through."

Johnson was no Boy Scout. He had already racked up an impressive juvenile record, and he was facing outstanding warrants for assault and battery. The early-morning murder Johnson is charged with came during an argument over money, say police. It may have involved drugs. At the same time, it's hard not to see his life as something of a stacked deck. According to Rivers, Johnson's mother served 10 years in prison for mur-

der as he was growing up; he met his father for the first time at his arraignment for murder in Brockton District Court.

"He is a young man, like many other young people, who unfortunately has had to try to raise himself," says Rivers.

The Baker House staff strive to reconcile two beliefs that sometimes pull in opposite directions: that young people need to take responsibility for their lives and actions, and parents and society need to do a far better job raising them so they'll be able to make the right choices. "We build them wrong, and then we try to fix them, which is expensive, and they go through misery until they get their life right, and so many of them don't. It is insane," says Gross.

When Gross talks about the urban youths he works with, "trauma" is a word that comes up over and over. And wartime metaphors flow freely. "We're basically trying to negotiate between bullets for survival," he says. "Basically you try and drag, like a sergeant in the battlefield, some kids to safety. They're wounded. It's like Vietnam. It's *Apocalypse Now*. It's *Heart of Darkness*."

The trauma doesn't only take its toll on the young people; it drains those working with them, too. "I think there is a part that is really about love," Gross says of outreach work. "I think it's about a certain humanness. Sometimes I'm worried now that I might lose this concern. It's very hard to give it out, give it out. There's more and more kids coming, you know."

After working with the Azusa community for nine years, the last four doing outreach full-time through the city's street-worker program, Gross is stepping back. He's taking a leave of absence to pursue a master's degree at the Harvard divinity school. "I really need to chill. I feel the burnout, no doubt. It's very hard to disconnect. You're locked in a guilt—that if you leave, who is going to take care of them?"

"You've got to have more bodies out there with kids, you've got to have adults with kids. You've got to be out there where they are, and you have to have places to take them where they can engage in constructive activity." —MICHAEL JONAS

school students—the decision was made to bring a stern warning about gang life to the city's classrooms.

The reach has been impressive. Since March 1998, teams of ministers, streetworkers, police and probation officers have made 78 presentations to more than 8,000 students at Boston middle and high schools. Ministers and law enforcement officials have also made 200 home visits to families of kids suspected of gang involvement. The message, says Dorchester District Court probation officer Billy Stewart, has been: "Violence, high-profile gang activities, the beat downs, the assaults—you're going to get suppressed, enforced, and jailed. We've been there, done this, kids, and we're not going to do this again. You will lose." Along with a promise of harsh suppression of gang activity has come information on summer jobs and other resources for youths.

But it's difficult to measure the impact of the new anti-gang campaign. There were several violent incidents in schools last year involving gang members. And an attack last spring outside an East Boston school marked the first shooting that "no question, absolutely can be attributed to the Bloods and Crips," says French, the police anti-gang unit commander. Still, there's a feeling that things could be much worse. "I think we reached a lot of kids" with the school visits, says Hennessey, the school police lieutenant. So far, at least, things haven't gotten "out of control," he says.

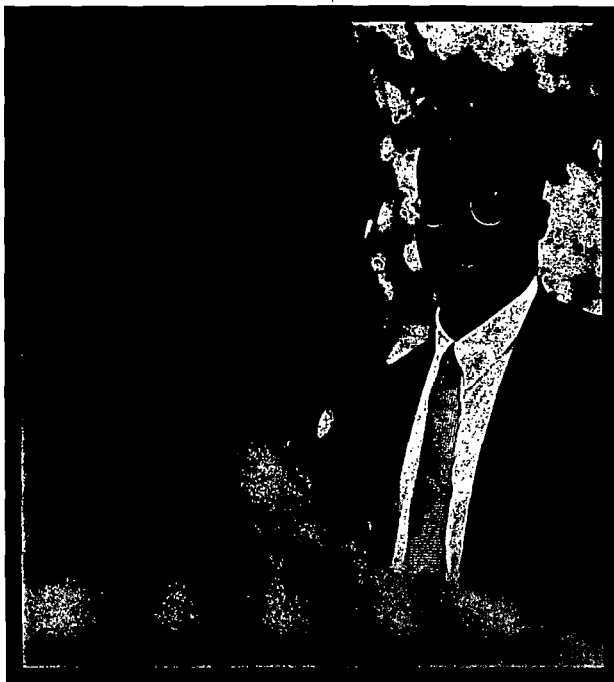
To keep a handle on the situation, representatives of law enforcement and youth agencies and religious leaders have been meeting once a week at the Baker House. The sessions have been convened under the banner of a Baker House initiative dubbed "Operation 2006." The name is a reference to the projected peak year of the demographic "bubble" criminologists have been warning of, a point when the population of 14- to 17-year-olds will be 20 to 25 percent larger than it was in 1994.

The meetings, held every Wednesday morning, are a picture of Boston's anti-crime collaboration in action. At one session in late June, more than a dozen people gathered around a conference table, including representatives of the Boston police, school police, probation department, and

Department of Youth Services, along with religious leaders, youth workers from other agencies, and a lawyer from Roxbury Defenders, a local branch of the state public-defender agency.

Emmett Folger, the veteran director of the Dorchester Youth Collaborative, warns two officers from the anti-gang unit, David Singletary and Kenneth Israel, of a local Bloods and Crips beef that's been playing out beneath the law enforcement radar. It's the sort of free-flow of information that never happened years ago, and that can sometimes

head off problems before they get bigger, say participants. "It's all about individuals you can really go to," says Singletary. "Our strength is not just physical; it's partnerships."



**"I think a Christian
should make people
uncomfortable."**

CREDIBILITY ON THE LINE

At Dorchester District Court, Larry Mayes is working every partnership angle he can come up with. Still waiting for Mario's case to be called, he buttonholes the prosecutor in the hallway. "I'm making a case to everybody," Mayes says after the encounter.

Wearing a striped dress shirt and tie that Filipe Teixeira, the Cape Verdean priest, brought for him, Mario cuts a better image than the cohort of T-shirt-and-sneaker-clad defendants herded through the

morning arraignments. But it's not just his pressed collar that makes Mario stand out. While on the run from his default warrant, Mario was working and he stayed out of trouble, Mayes says. "Not every kid will I advocate for," says Mayes. "I think he's worth it." Mayes says Mario had tears in his eyes as they spoke of the role he could play with younger Cape Verdeans heading for trouble. "Watching his eyes glisten—that's unusual," says Mayes. "I said, 'All right, this guy gets it.'"

It's a breakthrough that carries a price, Mayes knows. "I think a Christian should make people uncomfortable," says the lanky 37-year-old. "We believe someone repents and turns around. When you do that, that means that those you left behind usually reject you. And he's in that position, which I think is excellent," Mayes says of Mario. "It doesn't feel great, but it's good for him."

Mayes was raised by a single parent in the housing projects of New Haven. After high school, Mayes studied to be a missionary at a fundamentalist college in Texas, and he recently returned to school and completed a master's degree in public policy at Regent University in Virginia, a Christian school founded by conservative preacher Pat Robertson. But he leavened his religious readings with large doses of Noam Chomsky and other left-leaning thinkers.

"I know I made my professors uncomfortable," he laughs. "I've always been battling with people who say claim yourself" by staking out a position on the ideological spectrum. Mayes calls himself an adherent of "the tertian quid—the third way. Which means that Christ or my Christian convictions predate and transcend left and right politics. I'm not going to let someone put me in a framework off the bat, and then control me and frame me from that." Adds Rivers, "It's a post-ideological, post-left, post-right pragmatism. Measurable outcomes is the bottom line. So what works, works. What does not is discarded."

In Mario's case, what works is the intercession of veteran probation officer Billy Stewart, with whom Mayes has also done some hallway lobbying. Stewart agrees to make a pitch to the judge, and when the case is finally called, Stewart, the prosecutor, and Mario's court-assigned public defender approach the bench for a "side-bar" conference with Judge Rosalind Miller. Stewart does most of the talking.

"Billy's a great talker," Mayes whispers, watching intently alongside Father Teixeira and Mario's mother. When

the conversation is over, Judge Miller, who has taken a tough, no-nonsense approach to cases all morning, announces that Mario will be released under tight supervision. He has to be home by 7 p.m. every night until his trial in November, and must show proof at weekly probation meetings that he's searching for a job. "They will be checking on you," she warns him sternly. "You better be where you say you'll be." Mayes and Teixeira are thrilled. Had Mario been sent to jail, says Mayes, it "would have been tough to get other kids who are on the edge to come in."

"You have a carrot and stick approach. We're the carrot, they're the stick," says Mayes, referring to the court. But "carrots can choke you," he adds. "If he screws up any which way, they won't need to find him. We'll turn him in and advocate that his butt is locked up for a long time."

"This is a real good win for us," says Gary French, the anti-gang unit commander who gave community leaders the first crack at his warrant list. "Everybody's credibility is sort of on the line here, but I think it's the way we probably should be doing business."

"The good thing and the bad thing about Boston is everything is relationships," says Baker House director Mark Scott. "Ten years ago there were no relationships, so everybody was talking to nobody. Now, we're all accountable to each other." ■

Michael Jonas is a free-lance writer and regular contributor to The Boston Globe.



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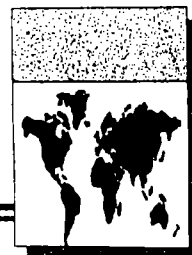
ERIE FAMILY CENTER

The Fathers Workshop™

LONG DISTANCE DADS™

Developed At
Incarcerated Fathers Program
State Correctional Institution at Albion
Pennsylvania Department of Corrections

Transitioning Incarcerated Fathers To Their Families and Communities



The Fathers Workshop developed, has begun implementing and evaluating a three phased strategic plan for for successfully transitioning incarcerated fathers back into their communities and the lives of their children. Each phased is designed to overlap providing a seamless support system that anticipates the difficulties of successfully transitioning into the community.

Phase I: During Incarceration

While the father is incarcerated at a federal, state or county prison, implement a prevention/intervention fatherhood program, which promotes responsible fatherhood and fosters stronger relationships between inmates and their children.

“Long Distance Dads” was developed at the State Correctional Institution at Albion to be this type of a prevention/intervention with the ultimate goal of reducing the recidivism re-arrest rate of incarcerated fathers.

The success of the program prompted the Pennsylvania Department of Corrections to request training and implementation of the Long Distance Dads program at twenty-two institutions within the next four years. Thus far seven institutions have begun implementation, with eight more to be trained by the end of the year.

Phase II: Probation and Parole

Immediately after release is the most vulnerable time for an incarcerated father, especially if he has served more than two years apart from his family. Crucial to his success is having a support system for transitioning into the lives of his children, family, friends, job and community. An effective fatherhood program working with Probation and Parole can provide weekly support groups, family counseling, education and career development through collaborations with existing community programs and services. This kind of support can help with the adjustments a father and his family must make.

Phase III: Community Fatherhood Programs

Ideally an effective community fatherhood program may be involved in all phases of transition, co-facilitating the incarcerated program with prison staff, collaborating with Probation and Parole to provide support programs and continuing to provide services to the father and his family long after he is no longer on parole.

Two new programs available to fatherhood programs are; Welfare to Work for Non-Custodial Parents can provide the means for incarcerated fathers to obtain education enabling them to obtain a family-sustaining career. The second is the Federal Access & Visitation Program for Non-Custodial Parents that enables fathers to spend regular meaningful time with their children since many may be separated or divorced from the child's mother. Services include supervised visitations, maintaining child support, job/career counseling and a place to talk about family issues.

The Fathers Workshop has experienced significant success in working with incarcerated fathers and their families. Our continuing research and innovation envisions even greater potential in the future.

Child Support and the Incarcerated/Paroled Obligor

**Jessica Pearson, Ph.D.
Center for Policy Research
1570 Emerson Street
Denver, Colorado
303/837-1555**

A demonstration/evaluation project awarded to the Colorado Child Support Enforcement Division (Pauline Burton, Director) by the Federal Office of Child Support Enforcement, Grant No. 90-XE0007, with additional support from the Colorado Department of Corrections, the Colorado Department of Labor and Employment, the Colorado Judicial Department, and Rose Community Foundation.

Child Support and the Incarcerated/Paroled Obligor

The Colorado Population

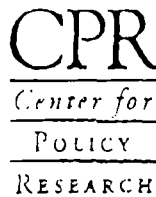
Inmate Population (DOC)	12,500	Inmates/Parolees in Child Support System	6,262
Private Inmate Population	2,912	Need Paternity Testing	446
Number of Facilities	23	Need Child Support Established	1,328
Released to Parole	2,822	Need Child Support Order Enforced	3,456
Sentence Discharged	934	Paying Child Support	1,032
Sent to Probation	241	Percent w/Zero Child Support Orders	38.7%
Miscellaneous Releases	448	Average Child Support Order	\$178.39
3-Year Recidivism Rate	41%	Median	\$162.00
Average Prison Time Served	22.5 months	Range of Child Support Orders	\$0 to \$2,485
Wages Paid to Colorado Inmates	\$.60 to \$2.50 per day (\$3 million per year)	Average Arrearage	\$11,738
Balance in Inmate Accounts	\$12 million	Median Arrearage	\$8,463
		Range of Arrearages	\$3 to \$170,375

Center for POLICY RESEARCH
1570 EMERSON STREET * DENVER, CO 80218 * 303/837-1555

Child Support and the Incarcerated/Paroled Obligor

The Problem

- **No consistent policy for incarcerated and paroled obligors**
- **Treatment of incarceration as "voluntary unemployment" in some jurisdictions with imputation of minimum wage ordered or orders based on pre-prison earnings**
- **Incarcerated obligors do not know or neglect to request a modification of orders based on changed circumstances**
- **Generation of substantial arrearages during imprisonment based on orders set at unrealistic levels**
- **Post-prison attachments of up to 65% of gross earnings to cover current support and arrears**
- **Post-prison driver's license suspension due to non-payment of support, limiting employment opportunities**
- **Overwhelming child support obligations may drive paroled obligors away from legitimate employment and contribute to recidivism.**



The Work and Family Pilot Project Brief Summary and Review of Implementation Issues

Jessica Pearson, Ph.D.

The Work and Family Pilot Project is a collaboration of the Colorado Department of Corrections, the Colorado Division of Child Support Enforcement and the Colorado Department of Labor and Employment, and the Center for Policy Research (CPR). The one-year budget for the project exceeds \$300,000 and is being paid for with a grant from the federal Office of Child Support Enforcement and a variety of state funding mechanisms. Project staff expect to serve at least 300 offenders who are released to Denver County during the coming 12 months. The project is expected to begin in August 1999.

The Project aims to provide employment and family re-integration services to ex-offenders with minor-aged children who are released to Denver County. Ex-offenders will be referred to the Project by parole officers and community corrections personnel. Referred parents will receive assistance with employment, child support review and adjustment and family reintegration. They will also be referred to other relevant support services. The project will be evaluated by CPR, an independent, non-profit research organization. As part of the evaluation, CPR will assess the characteristics of participants, the nature of the services they receive as a result of their referral to the Project, and their subsequent experiences with employment, child support payment, visitation/access, and return to prison. The Project will be staffed with an intake/data entry worker, a child support technician, a family reintegration specialist, a case manager and an employment counselor/job developer. Project architects have faced many obstacles in the process of implementing this project. They include the following:

Housing the Project: Our original plan was to house the Pilot with a One-Stop Job Service Center. This was canceled, however, when it was discovered that a clause in the building lease prohibited ex-offenders from being in the building. Other logical sites were unacceptable because they offer on-site day care and offenders sometimes have parole plans that restrict their contact with children. We also faced severe financial constraints and could only consider donated space

Participant Housing, Transportation, and Employment Issues: Parolees are typically prohibited from driving for a year or two after their release from prison. This means that the Project has to be housed in a central location that is accessible by public transportation. Many ex-offenders lack housing and live at homeless shelters. This makes it impossible for case managers to contact project participants.

Many employment programs focus on job placement in industry sectors that are unsuitable for ex-offenders like health care, child care and food services (handling liquor). Other employers have

security requirements that ex-offenders cannot meet (jobs at the airport and in offices). Bonding is an issue for many employers who do not understand bonding options available to offenders. Still another barrier to employing ex-offenders are insurance policies that employers have requiring them to use traditional bonding providers who refuse to bond felons. Most employment program providers do not know how to "market" offenders to employers.

Upper Level DOC Support: During a change in administration, the Pilot Project lost its anticipated DOC funding. Education and reintegration efforts typically lose funding in favor of security and facility maintenance. It is anticipated that new funding will be secured next year under the watchful eye of a more supportive agency head.

Funding: There are no administrative funds for the Project. The Community Reintegration Program of the DOC is subsidizing the Project and paying for telephone, computer, and office operating expenses. These are costs that the Community Reintegration Program did not anticipate.

Staffing: All staff are paid for by different agencies and different funding sources. While all staff will be housed together, there is no coherent management and reporting structure.

Multiple Funding Sources: Funding for the Pilot Project has been patched together. Each funder has distinct eligibility requirements, outcome expectations, contracting procedures, and reporting mandates. It is difficult and time consuming to serve many different masters. The fragmented funding scheme creates service inequities.

Failure to Qualify for Other Service Programs: Many ex-offenders do not qualify for various programs designed to serve non-custodial parents and as a result face few opportunities for receiving meaningful services. Many fathers lack the requisite information (child's social security number) to determine whether their children are recipients of TANF and whether they qualify for Welfare-to-Work funding. Others do not get identified as JTPA-eligible while they are incarcerated. Indeed, most do not qualify for any special "funding streams." Results-oriented programs that are judged by placement rates are reluctant to enroll ex-offenders because they are difficult to place and have multiple barriers to employment. Ex-offenders are even being rejected by newer responsible fatherhood programs like the PFF demonstration in Denver. The CBO administering the PFF project in Denver believes that ex-offenders are older and more troubled than the population they serve. NPCL seems to share this sentiment and recently disallowed a proposal to spend \$20,000 of planning grant funds awarded to Colorado to retain an employment counselor/job developer to focus exclusively on the creation of jobs for ex-offenders.

State of Delaware Fatherhood Initiative Activities

In 1993 Governor Thomas R. Carper established the Governor's Family Services Cabinet Council. The FSCC was established as a forum for the exchange of ideas and collaborative policy development and planning between the seven cabinet agencies focused on services for children and families in Delaware. The members of the Council are the Secretaries of the Departments of Health and Social Services, Labor, Education, Public Safety, Services for Children, Youth and their Families, Corrections, the Delaware State Housing Authority and the State Budget Office. Governor Carper chairs the Council.

The Delaware Fatherhood Initiative developed out of the discussions of the FSCC and evolved out of other initiatives. Following are some of the activities that have been implemented as Delaware strives to be a father and family friendly state.

Delaware's welfare reform program has worked to assure that two-parent families are not experiencing a "marriage penalty". Barriers to assistance for two-parent families have been removed by a federal waiver of restrictive requirements on previous work experience, allowing one and two parent families equal access to supports and services.

All participants in Delaware's welfare reform program must participate in a parenting program as a requirement of receipt of benefit.

Delaware's Strengthening Young Parent Families program targets job readiness, parenting skills training, and job entry services for both of the young biological parents. Parenting education and supports such as subsidized child care and family Medicaid will continue to be available.

Delaware has developed a Parents Seek Work Program (PSW) to increase an unemployed or under-employed non-custodial parent's (usually a father's) ability to meet his child support obligation by requiring work and removing barriers to employment. PSW mandates participation in work readiness workshops, supervised job search activities, and employment support services as well as training in parenting skills.

Three years ago Delaware established PEP, the Parent Education Partnership. The PEP Committee is the coordinating body that oversees parenting services in the state, reviews best practice in the field of parenting education and support services, and each year publishes a PEP Inventory of parent education services in the state.

Delaware, through the Department of Health and Social Services has established Family Visitation Centers across the state. These centers support non-custodial parents (usually fathers') visitation of their children, while protecting the child's safety and decreasing family conflict.

In June 1999 on the Friday before Fathers Day, Governor Carper hosted the Governor's Summit on Fatherhood and brought together over 125 of Delaware's civic, business, religious and policy leaders to discuss and develop new strategies to confront the impact of father absence on our schools, our businesses, our children and their families.

As parenting education programs developed across the state, Governor Carper and the Family Services Cabinet Council recognized the need to take these services into the state's correctional facilities. At present, all of the correctional facilities in Delaware have parenting programs of varying types.

Inmates are selected to participate in parenting programs through the following processes: 1. Court order; 2. Inmate request and 3. Short-time release date. Certain inmate classifications are not eligible, such as lifers and inmates in maximum security.

Selection is also dependent upon an inmate's particular characteristics and impact on security. Security is a prime consideration. As inmates are classified into certain housing, that can dictate whether or not they can participate.

The parenting programs within Delaware's correctional facilities are provided by a variety of community based non-profit family and social service organizations and educational institutions.

Funding for the programs is provided for through contractual dollars in the general fund budget of the Delaware Department of Services for Children, Youth and their Families. The Department of Corrections presents a proposal to the DSCYF each year for funding for these programs, and contracts are then developed with the non-profits.

Some of the non-profit agencies also use other sources of funding to provide these services, i.e. state grant-in-aid dollars; private fundraising; funds from the Delaware Trust Fund (a tax check-off program).

The programs in each facility are developed by that facility's staff and approved by the Warden. They range from a weekly one or two hour small group session, to a program focused on young parents ages 18-21. The groups average 10-12 persons at a time and the curriculum covers such areas as family communication, resolving conflicts, confrontation skills, stress, expressing emotion, redirecting children's misbehavior, effective discipline and growth and development of children.

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Project Reentry: A National Community Safety Initiative
DRAFT PLAN
November 5, 1999

THE ISSUE/PROBLEM:

- RECORD NUMBER OF INDIVIDUALS UNDER CRIMINAL JUSTICE SUPERVISION. In 1998, nearly 6 million people were under criminal justice supervision: 1.2 million individuals were incarcerated in state or federal prison; 600,00 were in local and county jails; 3.4 million adults were under Federal/State/local probation, and 700,000 were on parole.
- HISTORIC NUMBER OF PRISON RELEASES ANTICIPATED. And yet, most offenders will complete their sentences and will be released. This year, nearly 500,000 individuals will be released from state prison and return to communities across the nation. They will largely be returning to urban areas and will return in disproportionate numbers to certain neighborhoods.
- RESOURCES LACKING TO SUPERVISE REENTRY. Our prisons hold one-third of all offenders, yet about two-thirds of the resources are spent on institutional corrections. Many individuals released to community supervision will return to communities where those resources are limited and already taxed.
- ONE IN FIVE PRISONERS RELEASED WITHOUT CONDITIONS. Many inmates now serve fixed terms and must be released on predetermined dates, in some cases without any community supervision. In 1997, more than 85,000 offenders—18%—were discharged from state prison without any conditions placed on their release. These offenders tend to be most in need of supervision following incarceration, often having committed violent offenses or requiring disciplinary action during their prison term.
- OFFENDER RECIDIVISM RATES HIGH. The public safety risks posed by parolees and probationers are substantial. Nearly two-thirds of all prisoners are rearrested for new offenses within three years of release.
- OFFENDER RETURNS TO PRISON ARE MOUNTING. Between 1990 and 1997, there was a 39% increase in the number of offenders returned to prison for parole violations, with parole violators representing about 35% of all admissions to state prisons in 1997 (up from 18% in 1990).
- SUBSTANCE ABUSE KEY CONTRIBUTOR TO RECIDIVISM. Over half of state inmates (52%) reported committing their current offense under the influence of alcohol or drugs. Some 70 percent of state prisoners have a history of drug abuse. Probationers and parolees consume approximately half of all hard drugs (i.e. methamphetamine, heroin and cocaine) sold nationwide and criminals on release who use such drugs are far more likely than others to

commit new crimes. A 1995 NIJ research report indicated that between 60-75% of untreated parolees who have histories of heroin and/or cocaine use return to those drugs within three months of release. And yet community corrections often lacks sufficient authority and resources to effectively respond to the problem.

- HIGH RATES OF MENTAL ILLNESS AMONG OFFENDERS. Studies have found that rates of mental illness among incarcerated offenders to be at least double the comparable rates in the general population. Reentry challenges for people with a mental illness or other mental disabilities such as mental retardation are often compounded by the mental disorder.
- CHALLENGES TO COMMUNITY SAFETY. These issues underscore the challenges that all communities, especially large urban areas, across the country are facing. While parole and probation authorities in communities are working to improve the mechanisms for supervising these offenders, many jurisdictions have not fully focused on preparing either offenders or communities for reentry. Improving reentry supervision and support systems are issues that need to be addressed in each state. A national strategy that builds collaborations among corrections, law enforcement, and community and draws upon their pooled resources is needed.

PROJECT REENTRY: A NATIONAL COMMUNITY SAFETY INITIATIVE

PRIMARY GOAL: The goal of Project Reentry is to improve public safety by establishing comprehensive systems of offender accountability to reduce crime and recidivism rates in communities across the country. Central to this effort is helping communities focus on reentry issues, the potential impact on public safety, and creating the kind of offender supervision and support systems that are essential to help ensure a successful transition for all offenders returning to the community from prisons and/or jails.

Reentry systems would be designed to provide more effective offender oversight of conditions of release and guidance in addressing victim restitution and child and family support issues, as well as in securing employment, housing, drug treatment, and mental health and other health services to help ensure that those goals are met. Through this system, communities would also develop mechanisms for engaging offenders released without supervision in reentry programs.

*Identify before they get out
Talk in community*

Achieving successful offender reintegration requires developing effective partnerships among the judiciary, institutional and community corrections, law enforcement, and the community to establish a strategic, coordinated system of supervision and support that can draw upon each of these resources beginning during incarceration and the months following release. The initiative would be based on two separate, but complementary components -- reentry partnerships and reentry courts.

PART I: REENTRY PARTNERSHIPS (\$50M, including 3% Technical Assistance/Evaluation set aside)

There are three goals to the Reentry Partnerships Initiative (RPI): ensuring public safety, cost

efficient and effective systems of accountability, and offender productivity. The RPI seeks to improve risk management of released offenders by enhancing monitoring and follow-up, strengthening individual and community support systems, and repairing the harm done to community and victims. Grants would be provided to states and communities to create reentry partnerships--consisting of police and corrections agencies, community groups, and service providers--to develop strategic systems to achieve these goals. Partners would work together to marshal and coordinate an array of resources to assist offenders with their transition. The partnership would comprehensively address issues concerning offenders entering the community after incarceration with minimum supervision and accountability and enhance supervision and other resources available to address these issues. This approach focuses on keeping communities safe, minimizing returns to prison for technical violations, and maximizing contributions to state and local economies.

In addition to ensuring that offenders are prepared for their return to communities, the partnership will also focus on preparing the community for returning offenders through the analysis of reentry statistics and the availability of adequate supervision and support systems. Offender reentry plans will be developed at both the community and individual levels, and will be based on networks of both criminal justice agencies (i.e., institutional corrections, probation, parole, and police) and community resources (i.e., employment, treatment, family, business, faith-based organizations). In particular, plans will assess the needs communities where there will be a high concentration of returning offenders, especially urban areas and neighborhoods where a disproportionate number of offenders return to certain neighborhoods.

CORE PROGRAM TO STATES

The national goal is to enhance significantly the effectiveness of offender supervision nationwide within five years. Up to 50 demonstration sites will be selected in each year, in geographically diverse locations, focusing on communities with the highest concentration of returning offenders. States, in partnership with one or more selected local communities, will apply for discretionary program funding. Priority will be given to applications that target communities where reentry concentrations are high and the potential to connect existing resources is great.

ESSENTIAL ELEMENTS

- Identification of Appropriate Reentry Offender Population
- Case Management Approach to Program Administration
- Reentry Needs Assessment, Case Management Plan, along with Programming, During Incarceration
- Structured Reintegration Plan Post Release
- Full Use of Community-based Support Resources
- Strong Collaboration Among Criminal Justice System, Social Services, and Other Agencies
- Routine Monitoring and Follow-up to Ensure Accountability

- Graduated Sanctions And Incentives
- Broad Community Involvement, including Victims
- Integrated Information Management

Participating jurisdictions would be required to provide at least a 25% dollar or in-kind match such as commitments of job training funds, treatment beds, drug testing, personnel, etc). Grants up to \$2,000,000 will be awarded to support the following:

- * Strategic Planning/Analysis
- * ~~X~~ Case Managers
- * Reentry Support Center
- * MIS for Case Management
- * Staff Training Travel and Related Expenses
- * Drug Testing
- * Services/Treatment, including Drug/Mental Health Treatment and Job Placement Programs
- * Convening Victims Panels and Other Community Meetings
- * ~~X~~ Surveillance Technologies
- * Incentives (For Example, Bus Tokens for Participants)

PART II: REENTRY COURTS (\$10M, including 3% Technical Assistance/Evaluation set aside)

A Reentry Court Demonstration Program would be developed to create reentry courts, which would be modeled after drug courts for offenders under conditional releases. The goal is to test using the coercive power of the court in promoting positive offender behavior to minimize the public safety risks to the community throughout the reintegration process. The court's challenge also involves drawing in and coordinating the full range of criminal justice and community resources essential to ensuring a successful transition to community life.

Reentry courts would manage the return to the community of individuals being released from prison, using the authority of the court to apply graduated sanctions and positive reinforcement and to marshal resources to support the prisoner's reintegration to promote positive behavior by the returning prisoner. The expectation is that the focus on reentry issues in the courts will help reduce the recidivism rate of returning prisoners and will encourage a broad-based coalition to support the successful reintegration of those offenders.

ESSENTIAL ELEMENTS

- Judicial Oversight
- Pre- and Post-Release Assessment and Planning
- Active Involvement by Parole/Probation and Community Policing Officers

- Full Use and Coordination of Support Services
- Structured Programs that Ensure Accountability to Community
- Graduated Sanctions
- Rewards for Success

Up to 25 sites would be selected each year. Participating jurisdictions would be required to provide at least a 25% dollar or in-kind match. Grants up to \$500,000 dollars would be provided to implement a reentry court. Funds could be used to support the following:

- * Strategic Planning/Analysis
- Reentry Court Coordinator
- Case Managers
- Reentry Support Center
- MIS for Case Management
- Drug Testing
- Services/Treatment
- Staff Training
- Surveillance Technologies

Small planning grants would be provided as needed. Funds could be used to support:

- * Strategic Planning/Analysis
- * Staff Development
- * Reentry Data Gathering/Analysis
- * Convening Public Meetings

In addition, enhancement grants would also be provided to support continued program development.

PART III: REENTRY INNOVATIONS PROGRAM (\$10M)

This program will focus on devising and testing additional innovative and model programs. There are many approaches that can be taken to address reentry issues. The goal of this effort would be to develop those options. NIJ would design such programs and solicit participation from states.

PART IV: CENTER FOR SENTENCING AND OFFENDER MANAGEMENT POLICY (\$5M)

A Center for Sentencing and Offender Management Policy would be established within NIJ to develop the capacity at the national level to track sentencing and corrections and policy, trends in offender management, and to make links between legislation, outcomes, and resources. No place currently exists to work with states in developing and assessing statistics related to

returning offenders, to track trends, project the out-years impact of sentencing legislation, and help states prepare for those years. Information from the Center would be of direct benefit to reentry efforts over time, as well as to policymakers at all levels.

The Center's mandates include:

Developing National Capacity to Track and Forecast Given the variance between states' sentencing structures and policies, and the major recent sentencing policy changes such as Truth-In-Sentencing, it is important to grasp the full impact and be able to help states plan for it at the local level.

Providing Cost/Benefit Analyses The theory is that if offenders are better managed/integrated upon release, they will be less likely to return to prison, less likely to cause harm to others, and more likely to get job/pay taxes, etc. The risk is that offenders will commit new crimes on the outside that otherwise would not have been committed during post-release supervision period. It is critical to provide some cost/benefit analyses of several of the "innovation" partnership and courts sites, so that we can project if such initiatives are actually cost effective over the long term (in terms of public safety and dollars).

Transferring Lessons from Demonstration Sites The goal would be to capture lessons learned in the demonstration projects, and to quickly transfer this information to other communities. It is critical to document the process and determine the impact of the initiative. Strategies for sharing knowledge and practice would include funding travel to observe the demonstration projects, technical assistance for new site implementation, and publications.

ADMINISTRATIVE REQUIREMENTS FOR NATIONAL INITIATIVE

In 2001, a total of 15 positions and \$1.2 million are required to support this initiative:

- * Seven positions are necessary to administer two discretionary grant programs: (1) the Reentry Partnerships and (2) Reentry Courts. This staff would consist of one Program Manager (GS 14), five Grant Program Specialists (GS 9/12), and one Administrative Support staff (GS 5).
- * Five positions are required for the Reentry Innovations Program: one Division Chief (GS 14), three Program Managers (GS 9/12), and one Technical Support staff (GS 5).
- * Three positions are required for the Center for Sentencing and Offender Management Policy: one Section Chief (GS 14) and two Social Scientists (GS 11/12).

Technical Assistance and Evaluation.

This request includes \$1.8 million, which is a three percent set-aside of the Partnerships and Reentry Court discretionary grant funds, for technical assistance and evaluation purposes. Technical assistance and program evaluation are critical elements of any new grant program. Specifically, the technical assistance will provide grantees with direct guidance in administering an effective and efficient program. Grantees will have access to a variety of technical assistance and evaluation services, including assistance in the development of program goals, implementation strategies, capacity building, as well as in developing systems to generate, collect and analyze data, and measure performance.

Summary Funding Chart
(\$ in millions)

National Reentry Initiative	2001	2002	2003	2004	2005	Total
Reentry Partnerships	\$48.5	\$48.5	\$48.5	\$48.5	\$48.5	\$242.5
Reentry Courts	9.7	9.7	9.7	9.7	9.7	48.5
TA/Evaluations	1.8	1.8	1.8	1.8	1.8	9.0
Reentry Innovations	10.0	10.0	10.0	10.0	10.0	50.0
Center for Sentencing & Offender Mgmt	5.0	5.0	5.0	5.0	5.0	20.0
<i>Total, Program Funding</i>	<i>\$75.0</i>	<i>\$75.0</i>	<i>\$75.0</i>	<i>\$75.0</i>	<i>\$75.0</i>	<i>\$375.0</i>
Total, Management and Administration	1.2	1.3	1.3	1.4	1.4	6.6
Grand Total	\$76.2	\$76.3	\$76.3	\$76.4	\$76.4	\$381.6

① over 5 years 250 new sites. (50 per year)

② Depth of Labor -

- Partnership to train ex-offenders /
- (Workforce Investment Act of 1997 - grants available?)

- Neighborhood NPAC Program - these offenders are eligible /

- Fatherhood Initiative - fathers of low income children are eligible for grants,

③ NOU -

→ Responsible fatherhood in public housing
→ NOU with NPCL

④ Target Populations - ①



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U.S. Department of Labor
Employment and Training Administration
Training and Employment Programs

Decision Paper

Transition to Responsibility for Ex-Offenders

Proposal

DOL/ETA proposes a "Transition to Responsibility for Ex-Offenders" initiative to provide job training and placement services to ex-offenders. This large-scale pilot and demonstration initiative would link the resources of the workforce investment system to the criminal justice systems serving youth and adults and test new approaches for reintegrating ex-offenders into the mainstream economy. While ETA has in the past funded initiatives serving ex-offenders, and currently funds youth offender demonstration projects, there has been no significant effort to show that the workforce investment system can address the labor market needs of this population. Offenders are mentioned in the Workforce Investment Act as one of the targeted groups. Funding for the initiative would total \$200 million in FY 2001, with an additional \$200 million in each of the four subsequent fiscal years. The design of the initiative is as follows:

- **Target Population:** The initiative would focus on both youth (age 16-18) and adult ex-offenders -- primarily first time and youthful ex-offenders.
- **Link to the Workforce Investment System:** By establishing partnerships between the criminal justice system and local One-Stop delivery systems created under the Workforce Investment Act (WIA), ex-offenders could access a comprehensive array of services ranging from training to supportive services (e.g., drug treatment) that would help them successfully re-enter the community. Currently, about 15 percent of JTPA Title II-A participants are ex-offenders. Applicants would be expected to use partnerships to enhance the offender programs funded under this initiative, and to provide complementary programs so as to link services within the community and provide a diversity of options for ex-offenders in the target area. These partnerships would provide a comprehensive, community-wide approach to reintegrating ex-offenders into the local community, that includes establishing linkages between correctional programs and workforce investment programs, as well as involvement of

private sector employers.

- **Competitive Procurement Model:** Grants would be awarded on a competitive basis, through a process similar to the Welfare-to-Work competitive grant process. ~~States, local workforce investment agencies, and corrections agencies would be eligible applicants.~~ Applicants would have the ability to design projects within a broad framework which would be outlined in the SGA. Award criteria would ensure that the awards were geographically dispersed.
- **Model/Services:** Applicants would design their specific approach. Typically, this might include segmenting types of intervention by different phases/sequencing of service and then examining outcomes for each segment or phase:
 - Long-term transition activities, including remedial education, drug rehabilitation, skills and interest assessment, career education and planning, occupational education (up to associates degree level), and psychological and group counseling, including moral reasoning classes.
 - Pre-release activities, including career and life planning, internships for low-risk prisoners, training in life skills and work expectations, and planning for additional training/education. These in-prison activities would not be funded directly, but would be provided through leveraged criminal justice funds.
 - Initial release activities, utilizing halfway houses/transitional housing/ work release/new and continued internships or initial job placement, creating a feedback loop with parole officers.
 - Post-initial placement, providing additional training or education or more permanent job placement. The bonding program would help in transition. There would be a continued relationship with parole officer and the career/job placement/worksite counselor.
- **Substance Abuse** The Workforce Investment Act contains language (Sec. 181(f) allowing States to test and sanction participants for use of controlled substances. Job Corps has a "Zero-Tolerance" policy for substance abuse. Much of the growth of the prison population stems from drug-related offenses. The most common reason for failure to remain employed for ex-offenders is drug relapse. The initiative would link to drug rehabilitation treatment for ex-offenders with substance abuse problems.

- **State and Local Matching Funds** The initiative would require States or localities to commit to providing matching funds as part of their application. This match could be cash or in-kind and could be limited to non-Federal funds, and allow Workforce Investment Act funds to be used for the match.
- **Link to the Federal Bonding Program:** Linkage of the Transition to Responsibility for Ex-Offenders initiative to the Department's Federal Bonding Program would be encouraged. The purchase of bonding would be an authorized use of funds under job search assistance, and it is anticipated that the use of bonding would increase as a tool to increase placements.
- **Evaluation Component:** A total of \$7 million would be earmarked to evaluate the effectiveness of the initiative. This would include a net impact evaluation, using random assignment methodology, with \$1 million coming from the first year's appropriation.

Category

Base

Rationale

Many offenders have difficulty finding permanent, unsubsidized, well-paid employment after release from prison because they lack job-seeking experience, a work history, and occupational skills. Furthermore, many employers refuse to take the risk of hiring individuals with criminal records. These circumstances seriously affect an ex-offender's stability because unemployment is consistently associated with high recidivism rates.

There are several reasons why it may be appropriate at this time to launch a labor market initiative aimed at ex-offenders. The United States has experienced rapid growth in the number of people who are incarcerated or under the supervision of the criminal justice system. An estimated 5.5 million adult residents of the U.S. were under some form of correctional supervision in 1996. In 1997, over 1.6 million adults were prisoners in our local, State, and federal jails. Over 700,000 adults were on parole at the end of 1996. Even with declining crime rates and improved economic conditions, the inmate population grew 26 percent between 1993 and 1997. Juvenile courts handled an estimated 1.8 million delinquency cases in 1996, an increase of 49 percent over the number of cases handled in 1987. On February 15, 1995, there were 108,700 juveniles in detention, correctional or shelter facilities.

Findings from evaluations of efforts targeting offenders or ex-offenders have been mixed. On the one hand, a 1997 research report published by the U.S. Department of Justice stated that "Even after 30 years of trying...no program: in-prison training; transitional assistance (both in-kind and monetary assistance); or pretrial diversion -- has consistently shown itself capable (through a rigorous random assignment evaluation) of decreasing recidivism through labor market-oriented programs, inside or outside prison." On the other hand, evaluation results for Project RIO have been quite positive: 69 percent of more than 100,000 ex-offenders served since 1985 have been placed. According to a Texas A&M study, participation in Project RIO increased job retention and the program helps prevent recidivism.

Budget Discussion/Implications

The proposal will cost: \$200 million in Fiscal Year 2001, and in each of Fiscal Years 2002-2005.

IT Requirements

No special IT requirements are applicable. The initiative would utilize existing DOL and Justice IT networks. Consideration would be given to applications containing innovative IT applications.

Impact on Agency Strategic Goals

This proposal furthers ETA strategic goal #1, a prepared workforce. It will impact outcome goal 1.1, increase employment, earnings and assistance, and outcome goal 1.2, assist youth in making the transition to work.

Anticipated Results/Outcomes

Much of the first year of the Transition to Responsibility for Ex-Offenders initiative will be spent in devising strategies and preparing grant applications for the competition. When fully operational, is anticipated that 50,000 ex-offenders will be served each year, at a unit cost of approximately \$4,000.

Active intervention for offenders can help raise employment and decrease crime and recidivism, thereby reducing their costs to society. Even a small percentage reduction in recidivism can result in large cost savings to society. At the same time, the employed ex-offender becomes a productive, tax-paying member of society. With the establishment of the new workforce investment system and the presence of a strong economy resulting in labor shortages, the time is right to establish a large-scale demonstration initiative targeted on this hard-to-serve population. In addition, such an initiative would serve as a logical link to the Department's focus on non-custodial fathers in the Welfare-to-Work initiative, many of whom have been involved with the criminal justice system.

There are four main models of work programs that have been financed by a variety of sources (mostly State funds): (1) employment agencies focused on placing ex-offenders in high wage jobs with career potential after their release from prison; (2) job fairs to help inmates and ex-offenders learn interviewing and job search skills, while educating employers about the possibility of hiring ex-offenders; (3) vocational training in corrections facilities, which place an emphasis on preparing inmates for the transition into the world of work; and (4) prison industries which are established through partnerships between public prisons and private companies.

There are currently several Federal offices tasked with missions related to enhancing employment opportunities for offenders and ex-offenders. These include: (1) The U.S. Department of Justice/National Institute of Justice's Office of Correctional Job Training and Placement; (2) The U.S. Department of Justice/National Institute of Justice's Office of Justice Programs; (3) The U.S. Department of Education/Office of Vocational and Adult Education's Office of Correctional Education; (4) The Federal Bureau of Prison's Inmate Placement Program Branch; and (5) The Federal Bureau of Prison's Federal Prison Industries. The intent is for this initiative to supplement the services that are already provided by filling in gaps, rather than duplicating services already provided. The initiative focuses on State-based corrections systems, but applicants serving ex-offenders from the Federal corrections system also could apply. The Department of Labor initiative would deal with offenders only after they were released from prison or placed on parole, but linkages would be established to programs providing education, training and employment to individuals while they were incarcerated.

Some States have been very active in the field of correctional job training and placement. For example, since the mid-1980's Texas has funded Project Rio, which prepares parolees and inmates soon to be paroled for post-prison employment and helps parolees obtain jobs. Project Rio is a collaborative effort of the Texas Workforce Commission and the Texas Department of Corrections. It began as a demonstration funded with Wagner-Peyser Act funds, but is now supported entirely with State-appropriated funds. Texas also has successfully used the Federal Bonding Program to reduce the risk to employers of hiring ex-offenders. Other States have taken different approaches to correctional job training and placement, and additional information is being obtained on the level and scope of these efforts.

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Cynthia
Leanne
Mary

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11/19

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Andrea Kane

FROM:

Maureen Walsh

COMMENTS:

In response to
your e-mail.

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- Del back-up on
- ① ex-offenders
 - ② non-traditional empl.
 - ③ Native American & t

***From the Desk of Karen Fuller***

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STATUS OF PAROLE AND SENTENCING PRACTICES AS OF JANUARY 1, 1998

	Abolished Parole	Year Abolished	Sentence Type		
			Determinate	Indeterminate	Both
Alabama					✓
Alaska			✓		
Arizona	✓	1984	✓		
Arkansas ¹			✓		
California					✓
Colorado			✓		
Connecticut			✓		
Delaware	✓	1980	✓		
Dist. of Col. ²				✓	
Florida	✓	1983	✓		
Georgia ²					✓
Hawaii				✓	
Idaho					✓
Illinois ³			✓		
Indiana			✓		
Iowa ⁴					✓
Kansas ⁵	✓	1993	✓		
Kentucky				✓	
Louisiana					✓
Maine	✓	1976	✓		
Maryland			✓		
Massachusetts					✓
Michigan					✓
Minnesota ⁶	✓	1980	✓		
Mississippi			✓		
Missouri					✓
Montana				✓	
Nebraska				✓	
Nevada					✓
New Hampshire					✓
New Jersey					✓
New Mexico					✓
New York					✓
North Carolina	✓	1994	✓		
North Dakota			✓		
Ohio ⁷	✓	1996			✓
Oklahoma			✓		
Oregon	✓	1989	✓		
Pennsylvania				✓	
Rhode Island					✓
South Carolina					✓
South Dakota ⁷					✓
Tennessee			✓		
Texas			✓		
Utah				✓	
Vermont					✓
Virginia	✓	1995			✓
Washington ⁹	✓	1984	✓		



Notes



Details



Trends



Caveats



Summary



Definitions

Status of Parole and Sentencing Practices as of January 1, 1998, continued.

	Abolished Parole	Year Abolished	Sentence Type		
			Determinate	Indeterminate	Both
West Virginia					✓
Wisconsin ²					✓
Wyoming				✓	
Federal ¹⁰	✓	1984	✓		
Average/Total	12	1987	22	8	22

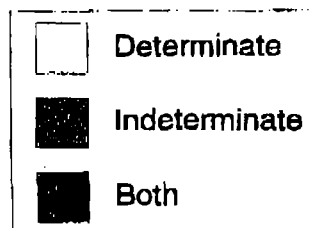
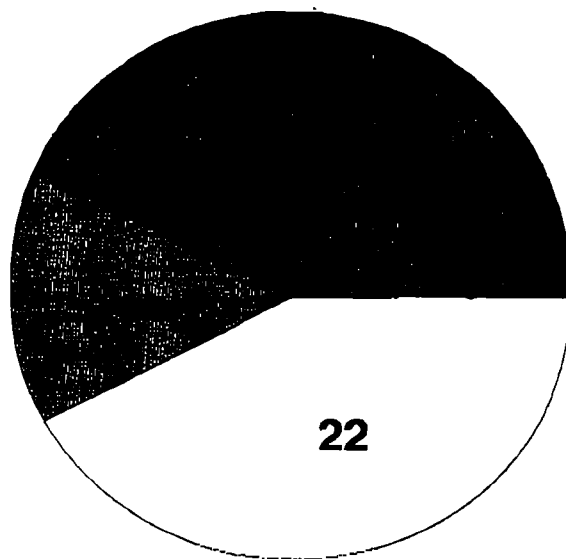
¹Ind. Dept. of Comm. Punishment. ²As of January 1, 1987. ³IL replaced "traditional" parole with the service-oriented Pre-Start program in FY '82. 526 inmates remain under "indeterminate" system which ended in 1978. ⁴Use determinate predominately. ⁵KS Sentencing Guidelines Act of 1983 replaces "parole" with determinate period of post-release supervision. Parole is still in effect for cases tried before 1983. Determinate sentencing for most crimes committed on or after July 1, 1983. ⁶MN has abolished parole except for inmates with life sentences. ⁷35,000 inmates with crimes before 7/1/98 continue under indeterminate sentencing. ⁸A Bill 8/7/95 designated certain crimes (mostly violent crimes) as "no parole" offenses. Certain crimes only. ⁹Some defendants convicted before 1984 are under indeterminate sentences. Parole abolished 1984 effective for crimes committed after Nov. 1987. ¹⁰Parole abolished 1984 effective for crimes committed after Nov. 1987.

Snapshot: Status of Parole and Sentencing Practices as of January 1, 1998

- ☒ Twelve agencies had abolished parole programs as of January 1, 1998.
- ☒ Nationally, 22 jurisdictions use determinate sentencing, eight use indeterminate sentencing, and 22 use a combination of determinate and indeterminate sentencing.
- ☐ **Determinate Sentencing:** Release date is established at the time of sentence.
- ☐ **Indeterminate Sentencing:** At the discretion of a releasing authority, release date is established.



AGENCIES USING DETERMINATE AND INDETERMINATE SENTENCING AS OF JANUARY 1, 1998



DRAFT

**National Reentry/Community Supervision Initiative
DRAFT DISCUSSION PLAN
October 4, 1999**

DRAFT

THE ISSUE/PROBLEM:

- RECORD NUMBER OF INDIVIDUALS UNDER CRIMINAL JUSTICE SUPERVISION. In 1998, nearly 6 million people were under criminal justice supervision: 1.2 million individuals were incarcerated in state or federal prison; 500,000 were in local and county jails; 3.4 million adults were under Federal/State/local probation and 700,000 were on parole.
- HISTORIC NUMBER OF PRISON RELEASES ANTICIPATED. This year, nearly 500,000 individuals will leave state prison and return to communities across the nation, and many will return without any ongoing supervision. An estimated two-thirds of all inmates will be returned to custody within three years of release.
- RESOURCES LACKING TO SUPERVISE REENTRY. About three-quarters of the people under criminal justice supervision aren't behind bars, but rather are on parole or probation. Our prisons hold one-third of all offenders, yet they get about two-thirds of the money spent on corrections. (Mark A. R. Kleiman, UCLA Law Review.)
- ONE IN FIVE PRISONERS RELEASED WITHOUT CONDITIONS. In 1997, over 100,000 offenders – 22 percent -- were discharged from prison without any conditions placed on their release from incarceration.
- OFFENDER RECIDIVISM RATES HIGH AND INCREASING. The public safety risks posed by parolees and probationers are substantial. In 1998, 17 percent of probationers and 42 percent of parolees were reincarcerated because of a rule violation or new offense. According to a BJS report, between 1990 and 1997, there was a 39% increase in the number of offenders returned to prison for parole violations, as compared to a 4% increase in new court commitments. In addition, parole violators represented about 35% of all admission to state prisons in 1997.
- DRUG ABUSE KEY CONTRIBUTOR TO RECIDIVISM. Probationers and parolees consume approximately half of all hard drugs (i.e. methamphetamine, heroin and cocaine) sold nationwide and criminals on release who use such drugs are far more likely than others to commit new crimes. (Mark A.R. Kleiman, UCLA Law Review.) Nearly 20 percent of state prisoners and 15 percent of federal inmates reported committing their offense to get money to buy drugs. And 33 percent of state prisoners and 22 percent of federal prisoners were actually under the influence of drugs at the time of their offense. (BJS Report, Substance Abuse and Treatment, State and Federal Prisoners, 1997.)
- HIGH RATES OF MENTAL ILLNESS AMONG RECIDIVISTS. Studies have found that rates of mental illness among incarcerated offenders to be at least double the comparable rates in the general population. A 1998 BJS survey found that nearly one in five offenders in

prison or jail or on probation were mentally ill. Over three-quarters of mentally ill inmates had been sentenced to time in prison or jail or on probation at least once prior to the current sentence. About 16%, or an estimated 547,800 probationers, said they had a mental condition or stayed overnight in a mental hospital at some point in their lifetime as well.

REENTRY/COMMUNITY SUPERVISION INITIATIVE

PRIMARY GOAL: The goal of a comprehensive reentry initiative is to improve public safety by reducing recidivism rates of returning prisoners and encouraging a broad-based coalition of community partnerships to support the successful reintegration of those offenders in a manner that best suits communities and the offenders themselves. The initiative would be based on two separate but complementary components: reentry partnerships and reentry courts.

REENTRY PARTNERSHIPS

A program would be created to spur the development of a specific number of “Reentry Partnerships” within communities to assist offenders to successfully reintegrate back into their communities without posing significant safety risks. Grants would be provided for communities to create local reentry partnerships -- consisting of police and corrections agencies with community groups and service providers – that would monitor offenders in their communities and would marshal an array of resources to assist with their transition.

- CREATING COMMUNITY-WIDE EFFORT TO ADDRESS REENTRY. Reentry partnership grants would encourage a broad array of state, federal, and local agencies to work with community-based organizations to address reentry issues of offenders. The grants would also help partnerships link to services such as job assistance, housing, family support, mental health, and other counseling.

□ CONSIDER COURTS AS PRINCIPAL GRANTEE. The legally binding relationship between offenders and parole/probation officers provides the most reliable point of contact for participants in a reentry program. It may make sense to establish courts as the principal grant recipient of the reentry partnership. *(State prisons on parole)*

- INCLUDE PRISON/JAIL OUTREACH PROGRAM. A prison/jail outreach program should be developed as part of the grantee’s reentry program to connect offenders to service providers prior to their release.
- TARGET UNCONDITIONAL RELEASES. While a program is more easily enforced through servicing offenders with conditional releases who have a legal responsibility to work with a parole/probation officer, a special focus may be added to targeting the unconditionally released prisoners. While these individuals have no legal obligations to appear before the courts, they often require the same reintegration services. Grantees should develop plan with “teeth” and incentives for participation by these offenders.

REENTRY COURTS

DRAFT

A demonstration project would be developed to create a limited number of “Reentry Courts” modeled after Drug Courts for offenders under conditional releases. Key elements could include:

- JUDICIAL OVERSIGHT OF REENTRY. Similar to drug courts, reentry “judges” would be actively engaged with the offender’s progress on reintegration. Each offender will be required to meet regularly scheduled court appearances where they will testify with their caseworker on the status of their individual accountability plan -- with penalties for noncompliance.
- ACTIVE INVOLVEMENT BY PAROLE/PROBATION OFFICERS. These officers develop a casework relationship with offenders, and tie them into reentry partnerships or other community support organizations that are needed for issues such as job training, drug rehabilitation, education, family counseling and health care. The reentry court initiative could help to fund the hiring of additional of parole and probation officers.
- INDIVIDUAL ACCOUNTABILITY PLANS. Each offender will create a personal plan for reintegration with their caseworker that must be approved for the courts. Such plans would include goals such as being drug-free, fulfilling job training requirements, meeting child support obligations, victim restitution, and community service. Once the plan is approved, they would become legally obligated by the courts to implement the plans.
- GRADUATED SANCTIONS. Similar to drug courts, reentry courts will rely upon graduated sanctions – applied swiftly and predictably -- to assure offender compliance with their personal plans. For example, offenders with histories of drug abuse will be required to be regularly drug tested. In the event they fail the test, they could face a series of sanctions such as extended home detention, ankle monitoring or even return to jail for serious violations. Reentry courts also could provide rewards for offenders who successfully achieve their reentry goals.

DRAFT

- ① Under what conditions unsupervised release?
- ② Which agency is best central point of contact for both probation and parole? Money used to pay for more probation/parole officers?
- ③ Drug courts - what does it pay for?

U.S. DEPARTMENT OF JUSTICE

ADVANCE FOR RELEASE AT 4:30 P.M., EST BJS
WEDNESDAY, DECEMBER 3, 1997 202/307-0784

NEARLY THREE-QUARTERS OF ALL PROBATIONERS
HAD SOME RECENT CONTACT WITH THEIR PROBATION
OFFICERS

Almost 3.2 million Adults on Probation

WASHINGTON -- Almost three-quarters of all probationers had had some type of contact with their probation officers during the month before being surveyed, the Justice Department's Bureau of Justice Statistics (BJS) said today.

Sixty-one percent had a face-to-face meeting in a probation office, at home, at work or elsewhere. More than a quarter had been contacted by mail or telephone. In addition, for more than a quarter of all probationers, probation officers had made contacts with other persons, such as employers, teachers, counselors, relatives, and police officers to gather information.

Detailed information gathered from administrative records showed that half of the people serving probation sentences had a criminal history involving prior sentences of probation or incarceration--45 percent as an adult and 9 percent as a juvenile. About 30 percent of probationers had previously been sentenced to jail or prison.

The data are from the first national survey of probationers, which revealed that in 1995 about 58 percent of the offenders were serving sentences of probation for a felony offense, 39 percent for a misdemeanor and 3 percent for other infractions.

Probation is conditional release into the community under supervision in lieu of incarceration.

Thirty-seven percent of the probationers surveyed had served time in jail or prison for their current offense before being released into the community under supervision,

An estimated 35 percent of those convicted of a felony and 25 percent of those convicted of a misdemeanor had served time in a local jail for the offense for which they are currently on probation. Nine percent of the felons had served time in a prison.

When the survey was conducted at the beginning of 1995, an estimated 453,000 adults were on probation for violent offenses, 757,000 for property offenses, 561,000 for drug crimes and 815,000 for public order offenses, such as drunk driving, other traffic offenses, public drunkenness, weapons offenses, obstruction of justice and other crimes.

The survey found that since entering probation, more than 60 percent of all

probationers had participated in some type of special supervision or treatment program--37 percent had been in an alcohol or drug treatment program, 12 percent had been in special counseling (such as psychological or family counseling and classes in life skills or parenting), and 10 percent had been under intensive supervision. Nearly a third had been tested for drugs at least once while on probation.

Almost all probationers had conditions attached to their sentences, and 82 percent had three or more. The most common (84 percent) was one or more monetary requirements--61 percent were ordered to pay supervision fees, 56 percent to pay a fine and 55 percent to pay court costs.

Additional conditions included:

- Almost one-third were ordered to pay restitution to the victim or victims of their crimes.

- One in ten probationers were restricted from contacting any victim.

- One in four were required to perform some type of community service.

- Two in five were formally directed to maintain employment or to enroll in some type of educational or training program.

- Ten percent had limitations placed on their movements, including directives to stay away from certain places, such as bars or certain businesses, house arrest, curfew or electronic monitoring.

- An estimated 29 percent were required to get treatment for alcohol abuse or dependency and 23 percent for drug abuse.

- Almost one-third of all probationers were required to undergo drug testing.

- Almost one in five were required to participate in other treatment programs, such as special psychiatric or psychological counseling or domestic violence counseling.

More than half of all sentenced adult offenders--58 percent--or 3,180,363 adults, were on probation under supervision in the community at the end of last year. Since 1990 the nation's probation population has grown an average of 3 percent per year. As of December 31, 1996, 1.6 percent of the U.S. adult population, or about 1 in every 62 men and women, were on probation.

The report, "Characteristics of Adults on Probation, 1995" (NCJ-164267), was written by BJS statistician Thomas P. Bonczar. It is available by clicking on BJS's homepage on the Internet at:

<http://www.ojp.usdoj.gov/bjs/>

Single copies may also be obtained from the BJS fax-on-demand system by dialing 301/519-5550, listening to the complete instructions, selecting item number 90, then following the prompts.

Additional criminal justice materials can be obtained from the Office of Justice Programs homepage at:

<http://www.ojp.usdoj.gov>

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After hours contact: Stu Smith at 301/983-9354

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U.S. Department of Justice
Office of Justice Programs



Bureau of Justice Statistics Special Report

July 1999, NCJ 174463

Mental Health and Treatment of Inmates and Probationers

By Paula M. Ditton
BJS Statistician

At midyear 1998, an estimated 283,800 mentally ill offenders were incarcerated in the Nation's prisons and jails. In recent surveys completed by the Bureau of Justice Statistics, 16% of State prison inmates, 7% of Federal inmates, and 16% of those in local jails reported either a mental condition or an overnight stay in a mental hospital. About 16%, or an estimated 547,800 probationers, said they had had a mental condition or stayed overnight in a mental hospital at some point in their lifetime.

Based on information from personal interviews, State prison inmates with a mental condition were more likely than other inmates to be incarcerated for a violent offense (53% compared to 46%); more likely than other inmates to be under the influence of alcohol or drugs at the time of the current offense (59% compared to 51%); and more than twice as likely as other inmates to have been homeless in the 12 months prior to their arrest (20% compared to 9%). Over three-quarters of mentally ill inmates had been sentenced to time in prison or jail or on probation at least once prior to the current sentence.

Over 30% of male mentally ill inmates and 78% of females reported prior physical or sexual abuse. Since admission 61% of mentally ill inmates in State prison and 41% in local jails reported they had received treatment for a mental condition in the form of counseling, medication, or other mental health services.

Highlights

Over a quarter million mentally ill incarcerated in prison or jail

Reported a...	State prison	Federal prison	Jail	Probation
Mental or emotional condition	10.1%	4.8%	10.5%	13.8%
Overnight stay in a mental hospital	10.7	4.7	10.2	8.2
Estimated to be mentally ill*	16.2%	7.4%	16.3%	16.0%

*Reported either a mental or emotional condition or an overnight stay in a mental hospital or program.

- About 10% of prison and jail inmates reported a mental or emotional condition; and 10% said they had stayed overnight in a mental hospital or program.

- Together, 16% or an estimated 283,800 inmates reported either a mental condition or an overnight stay in a mental hospital, and were identified as mentally ill.

Mentally ill inmates were more likely than others to be in prison for a violent offense

Offense	State prisoners	
	Mentally ill inmates	Other inmates
Violent	52.9%	46.1%
Property	24.4	21.5
Drug	12.8	22.2
Public-order	9.9	9.8
Criminal history		
None	18.8%	21.2%
Priors	81.2	78.8

- About 53% of mentally ill inmates were in prison for a violent offense, compared to 46% of other inmates.

- Mentally ill offenders were less likely than others to be incarcerated for a drug-related offense (13% versus 22%).

Nearly 6 in 10 mentally ill offenders reported they were under the influence of alcohol or drugs at the time of their current offense

	State prisoners	
	Mentally ill inmates	Other inmates
Before entering prison		
Homeless in 12 months prior to arrest	20.1%	8.8%
Physical/sexual abuse		
Male	32.8%	13.1%
Female	78.4	50.9
Alcohol/drug use		
At time of offense	58.7%	51.2%
Drug use		
In month before offense	58.8%	56.1%

- Mentally ill State prison inmates were more than twice as likely as other inmates to report living on the street or in a shelter in the 12 months prior to arrest (20% compared to 9%).

- Nearly 8 in 10 female mentally ill inmates reported physical or sexual abuse. Males with a mental condition were more than twice as likely as other males to report abuse.

Mental health treatment since admission	Mentally ill inmates	
	State prison	Jail
Any treatment	60.5%	40.9%
Medication	50.1	34.1
Counseling	44.1	16.2

- 6 in 10 mentally ill State inmates reported receiving mental treatment since admission to prison.

Survey Items used to measure mental illness

- Do you have a mental or emotional condition?
(prison and jail inmates only) ☐ Yes
☐ No
- Have you ever been told by a mental health professional
such as a psychiatrist, psychologist, social worker, or
psychiatric nurse, that you had a mental or emotional disorder?
(probationers only) ☐ Yes
☐ No
- Because of an emotional or mental problem, have you ever —
Taken a medication prescribed by a psychiatrist or other doctor? ☐ Yes
☐ No
- Been admitted to a mental hospital, unit or treatment program
where you stayed overnight? ☐ Yes
☐ No
- Received counseling or therapy from a trained professional? ☐ Yes
☐ No
- Received any other mental health services? ☐ Yes
☐ No

Prevalence of mental illness among correctional populations based on offender self reports

The findings in this report are based on the 1997 Survey of Inmates in State or Federal Correctional Facilities, the 1996 Survey of Inmates in Local Jails, and the 1995 Survey of Adults on Probation. In each survey, offenders selected through nationally representative samples were asked a series of mental health related questions. Respondents were asked if they have a mental or emotional condition and whether they had ever received treatment for a mental or emotional problem, other than treatment related to drug or alcohol abuse. (See survey questions in the box above.)

16% of State prisoners identified as mentally ill

For this report, offenders were identified as mentally ill if they met one of the following two criteria: they reported a current mental or emotional condition, or they reported an overnight stay in a mental hospital or treatment program. An estimated 1 in 10 State prison inmates reported a current mental or emotional condition (table 1). A slightly larger percentage (11%) of State inmates said they had been admitted overnight to a mental hospital or treatment program at some point in their life. Overall, nearly a third of all inmates reported they had a current mental condition or they had received mental health service at some time.

Table 1. Measures of mental illness among State prison inmates, 1997

	State prison inmates	
	Percent	Cumulative percent
Reported a mental or emotional condition	10.1%	10.1%
Because of a mental or emotional problem, inmate had —		
Been admitted to a hospital overnight	10.7%	16.2%
Taken a prescribed medication	18.9	23.9
Received professional counseling or therapy	21.8	29.7
Received other mental health services	3.3	30.2

To take into account underreporting of current mental or emotional problems, past admission to a mental hospital was included as a measure of mental illness. Overall, 16% of State prisoners met these criteria, including 10% who reported a current mental condition and an additional 6% who said they did not have a mental condition but had stayed overnight in a mental hospital, unit, or treatment program.

Previously estimated rates of mental illness among incarcerated populations vary, depending on the methodology of the study, the institution, and the definition of mental illness. Estimates range from 8% to 16% among studies with more rigorous scientific methods, including random sampling and a standardized assessment or psychological testing. (See the box on this page.)

Past estimates of the rate of mental illness among incarcerated populations are higher than those for the U.S. general population. Among a sample of male jail detainees in Cook County (Chicago), Teplin found 9.5% had experienced a severe mental disorder (schizophrenia, mania, or major depression) at some point in their life, compared to 4.4% of males in the U.S. general population. The Epidemiologic Catchment Area program found that 6.7% of prisoners had suffered from schizophrenia at some point, compared to 1.4% of the U.S. household population (Robins and Regier).

Previous studies of the prevalence of severe mental illness in prison or jail

Study	Sample	Mentally ill*
Guy, Platt, Zwerling, and Bullock (1985)	Philadelphia jail pretrial admissions	16%
Teplin (1990)	Cook County jail admissions (males)	10%
Steadman, Fabisiak, Dvoskin, and Holohean (1987)	New York State prisoners	8%

*Generally includes schizophrenia, bipolar disorder, and major depression. See individual studies for variations in definition.

283,800 mentally ill in prison or jail; 547,800 on probation

Using the same criteria described for State prison inmates, 16% of offenders in local jails or on probation and 7% of inmates in Federal prisons were identified as mentally ill in recently completed BJS surveys (table 2). Probationers were somewhat less likely than inmates in State prisons or local jails to report an overnight stay in a mental hospital or treatment program but more likely to report a mental or emotional problem. Federal inmates had lower rates on both measures.

Assuming these rates have not changed since the surveys were conducted, an estimated 283,800 inmates in prison or jail were mentally ill as of June 30, 1998 (table 3). State prisons held an estimated 179,200 mentally ill offenders; Federal prisons held 7,900; and local jails, 96,700. Of those on probation at yearend 1998, an estimated 547,800 were mentally ill.

White inmates more likely than blacks or Hispanics to report a mental illness

Nearly a quarter of white State prison and local jail inmates and a fifth of white offenders on probation were identified as mentally ill (table 4). The rate of mental illness among black and Hispanic inmates and probationers was much lower. Among black offenders,

14% of those in State prison and local jails, and 10% of those on probation were identified as mentally ill. About 11% of Hispanic State prison and local jail inmates, and 9% of Hispanic offenders on probation had a mental illness.

Black and Hispanic inmates in Federal prison were half as likely as white inmates to report a mental illness. About 6% of black inmates and 4% of Hispanic inmates reported a mental condition or an overnight stay in a mental hospital, compared to 12% of white Federal prison inmates.

The prevalence of mental illness also varied by gender, with females reporting a higher rate of mental illness than males. Nearly 24% of female State prison and local jail inmates, and 22% of female probationers were identified as mentally ill, compared to 16% of male State prison and jail inmates and 15% of male probationers.

Offender mental illness highest among the middle-aged

Offenders between ages 45 and 54 were the most likely to be identified as mentally ill. About 20% of State prisoners, 10% of Federal prisoners, 23% of jail inmates, and 21% of probationers between ages 45 and 54 had a mental illness, compared to 14% of State inmates, 7% of Federal inmates, 13% of jail inmates, and 14% of probationers age 24 or younger.

The highest rates of mental illness were among white females in State prison. An estimated 29% of white females, 20% of black females, and 22% of Hispanic females in State prison were identified as mentally ill. Nearly 4 in 10 white female inmates age 24 or younger were mentally ill.

Age	Percent of females in State prison identified as mentally ill		
	White	Black	Hispanic
Total	29%	20%	22%
24 or younger	37	17	23
25-34	23	20	21
35 or older	33	21	23

Table 2. Mental health status of inmates and probationers

	State prison inmates, 1997	Federal prison inmates, 1997	Jail inmates, 1996	Probationers, 1995
Identified as mentally ill*	16.2%	7.4%	16.3%	16.0%
Reported a mental or emotional condition	10.1	4.8	10.5	13.8
Admitted overnight to a mental hospital or treatment program	10.7	4.7	10.2	8.2

*Reported either a mental condition or an overnight stay in a mental hospital or treatment program.

Table 3. Estimated number of mentally ill inmates and probationers, 1998

	Estimated number of offenders*			
	State prison	Federal prison	Local jail	Probation
Identified as mentally ill	179,200	7,900	96,700	547,800
Reported a mental or emotional condition	111,300	5,200	62,100	473,000
Admitted overnight to a mental hospital	118,300	5,000	60,500	281,200

*Based on midyear 1998 counts from the National Prisoner Statistics and Annual Survey of Jails and preliminary yearend 1998 counts from the Annual Probation Survey.

Table 4. Inmates and probationers identified as mentally ill, by gender, race/Hispanic origin, and age

Offender characteristic	Percent identified as mentally ill			
	State inmates	Federal inmates	Jail inmates	Probationers
Gender				
Male	15.8%	7.0%	15.6%	14.7%
Female	23.6	12.5	22.7	21.7
Race/Hispanic origin				
White*	22.6%	11.8%	21.7%	19.6%
Black*	13.5	5.6	13.7	10.4
Hispanic	11.0	4.1	11.1	9.0
Age				
24 or younger	14.4%	6.6%	13.3%	13.8%
25-34	14.8	5.9	15.7	13.8
35-44	18.4	7.5	19.3	19.8
45-54	19.7	10.3	22.7	21.1
55 or older	15.6	8.9	20.4	16.0

*Excludes Hispanics.

Mentally ill more likely than other offenders to have committed a violent offense

Fifty-three percent of mentally ill State prisoners, compared to 46% of other State prisoners, were incarcerated for a violent crime (table 5). Approximately 13% of the mentally ill in State prison had committed murder; 12%, sexual assault; 13%, robbery; and 11%, assault. Among inmates in Federal prison, 33% of the mentally ill were incarcerated for a violent offense, compared to 13% of other Federal inmates. More than 1 in 5 mentally ill Federal prisoners had committed robbery (predominantly bank robbery). Among inmates in local jails, 30% of the mentally ill had committed a violent offense, compared to 26% of other jail inmates. An estimated 28% of mentally ill probationers and 18% of other probationers reported their current offense was a violent crime.

Nearly 1 in 5 violent offenders incarcerated or on probation were identified as mentally ill.

	Percent mentally ill among violent offenders
State prison inmates	18.2%
Federal prison inmates	16.6
Jail inmates	18.5
Probationers	22.8

Unlike those in State prisons, the majority of mentally ill offenders in jail

6 in 10 violent mentally ill State prisoners knew their victim

Mentally ill inmates who were incarcerated for a violent offense were more likely to report that the victim of the offense was a woman, someone they knew, and under age 18. Nearly 61% of mentally ill State prison inmates who had committed a violent offense knew their victim. An estimated 16% had victimized a relative and 12% an intimate, such as a spouse, ex-spouse, boyfriend, or girlfriend.

More than half of the mentally ill reported that they had victimized a female during the current offense. An estimated 15% reported that their youngest victim was a child, age 12 or under, and 12% reported the victim to be between ages 13 and 17. A weapon was used by 44% of the violent State prisoners who were mentally ill.

or on probation had committed a property or public-order offense. Almost a third of mentally ill offenders in jail and on probation had committed a property offense, and a quarter had committed a public-order offense.

Mentally ill offenders were less likely than other inmates to be incarcerated

Victim characteristics and use of weapon, by mental health status of violent State prisoners

	Mentally ill inmates	Other inmates
Gender of victim(s)		
Male	44.3%	51.5%
Female	44.0	37.5
Both males and females	11.7	10.9
Age of youngest victim		
12 or younger	15.4%	10.2%
13-17	11.6	11.0
18-24	17.3	20.7
25-34	25.7	30.9
35-54	23.8	22.8
55 or older	6.2	4.3
Victim-offender relationship		
Knew victim ^a	60.8%	52.1%
Relative	15.6	10.3
Intimate ^b	11.6	8.6
Friend/acquaintance	29.8	27.7
Other ^c	6.5	6.9
Knew none of victims	39.1	47.9
Use of weapon		
Yes	44.0%	41.9%
No	56.0	58.1

^aMore than one victim may have been reported.

^bIncludes spouse, ex-spouse, boyfriend, girlfriend, ex-boyfriend, and ex-girlfriend.

^cIncludes those known by sight only.

for a drug offense. About 13% of mentally ill inmates and 22% of other inmates in State prison were incarcerated for a drug offense. In Federal prison, where the majority of inmates are incarcerated for a drug offense, 40% of those identified as mentally ill and 64% of other Federal inmates were in prison for a drug-related crime.

Table 5. Most serious current offense of inmates and probationers, by mental health status

Most serious offense	State prison		Federal prison		Local jail		Probation	
	Mentally ill inmates	Other inmates	Mentally ill inmates	Other inmates	Mentally ill inmates	Other inmates	Mentally ill probationers	Other probationers
All offenses	100.0 %	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Violent offenses	52.9 %	46.1%	33.1%	13.3%	29.9%	25.6%	28.4%	18.4%
Murder [*]	13.2	11.4	1.9	1.4	3.5	2.7	0.5	0.9
Sexual assault	12.4	7.9	1.9	0.7	5.2	2.8	6.8	4.1
Robbery	13.0	14.4	20.8	9.1	4.7	6.9	2.0	1.4
Assault	10.9	9.0	3.8	1.1	14.4	11.0	14.0	10.5
Property offenses	24.4 %	21.5%	8.7%	6.7%	31.3%	26.0%	30.4%	28.5%
Burglary	12.1	10.5	1.0	0.3	9.1	7.4	6.4	4.3
Larceny/theft	4.6	4.1	1.3	0.4	8.4	7.9	5.3	8.8
Fraud	3.1	2.6	5.0	4.9	5.2	4.4	11.7	9.2
Drug offenses	12.8 %	22.2%	40.4%	64.4%	15.2%	23.3%	16.1%	20.7%
Possession	5.7	9.4	3.9	11.9	7.3	12.3	7.2	11.0
Trafficking	6.6	12.2	35.7	46.6	7.0	9.6	6.7	9.2
Public-order offenses	9.9 %	9.8%	17.0%	14.6%	23.2%	24.6%	24.7%	31.6%

Note: Detail does not sum to total because of excluded offense categories.

^{*}Includes nonnegligent manslaughter.

Half of mentally ill inmates reported 3 or more prior sentences

Mentally ill inmates reported longer criminal histories than other inmates. Among the mentally ill 52% of State prisoners, 54% of jail inmates, and 49% of Federal inmates reported three or more prior sentences to probation or incarceration (table 6). Among other inmates, 42% of State prisoners and jail inmates and 28% of Federal inmates had three or more prior sentences. About 10% of mentally ill prison inmates and 13% of jail inmates reported 11 or more prior sentences.

Mentally ill more likely than other inmates to be violent recidivists

Among repeat offenders, 53% of mentally ill State inmates had a current or past sentence for a violent offense, compared to 45% of other inmates. Forty-six percent of mentally ill jail inmates and 32% of other jail inmates with a criminal history had a current or past sentence or current charge for a violent crime. Among Federal prisoners with a prior sentence, the mentally ill (44%) were twice as likely as other inmates (22%) to have a current or prior sentence for a violent offense.

Although offenders on probation had shorter criminal histories, nearly 3 in 10 of the mentally ill were recidivists with a current or past sentence for violence.

Criminal history	Probationers	
	Mentally ill	Other
None	43.4%	54.1%
Priors	56.6	45.9
Violent recidivists	29.1	17.1
Other recidivists	27.6	28.8

Homelessness more prevalent among mentally ill offenders

Mentally ill offenders reported high rates of homelessness, unemployment, alcohol and drug use, and physical and sexual abuse prior to their current incarceration. During the year preceding their arrest, 30% of mentally ill inmates in jail and 20% of those in State or Federal prison reported a period of homelessness, when they were living either on the street or in a

shelter (table 7). About 9% of other State prison inmates, 3% of other Federal inmates and 17% of other jail inmates reported a period of homelessness in the year prior to their arrest.

Fewer inmates reported they were homeless at the time of arrest. About 4% of mentally ill State and Federal prison inmates and 7% of jail inmates reported they were living on the street or in a shelter when arrested for their current offense. These rates were at least double those for inmates who were not mentally ill.

About 4 in 10 inmates with a mental condition unemployed before arrest

Mentally ill offenders were less likely than others to report they were working

in the month before arrest. About 38% of mentally ill State and Federal prison inmates and 47% of mentally ill jail inmates were not employed in the month before arrest, while 30% of other State inmates, 28% of other Federal inmates, and 33% of other jail inmates were unemployed.

An estimated 30% of mentally ill and 13% of other inmates in State prison received some type of financial support from government agencies prior to their arrest. More than 15% of the mentally ill received welfare, 17% supplemental security income or other pension, and 3% compensation payments, such as unemployment or workman's compensation.

Table 6. Criminal history of inmates, by mental health status

	State prison		Federal prison		Local jail	
	Mentally ill inmates	Other inmates	Mentally ill inmates	Other inmates	Mentally ill inmates	Other inmates
Criminal history						
None	18.8%	21.2%	24.3%	38.8%	21.0%	28.4%
Priors	81.2	78.8	75.7	61.2	79.0	71.6
Violent recidivists	53.4	44.9	43.7	21.6	46.0	31.6
Other recidivists	27.8	33.8	32.0	39.6	33.0	40.0
Number of prior probation/incarceration sentences						
0	18.8%	21.2%	24.3%	38.8%	21.0%	28.4%
1	15.5	19.4	14.0	18.2	14.7	17.9
2	13.8	17.0	12.9	14.7	10.1	11.5
3 to 5	26.3	25.5	23.6	18.9	23.5	19.7
6 to 10	15.6	11.6	15.4	7.3	17.6	14.6
11 or more	10.0	5.3	9.7	2.2	13.2	7.8

Table 7. Homelessness, employment, and sources of income of inmates, by mental health status

	State prison		Federal prison		Local jail	
	Mentally ill inmates	Other inmates	Mentally ill inmates	Other inmates	Mentally ill inmates	Other inmates
Homeless						
In year before arrest	20.1%	8.8%	18.6%	3.2%	30.3%	17.3%
At time of arrest	3.9	1.2	3.9	0.3	6.9	2.9
Employed in month before arrest						
Yes	61.2%	69.6%	62.3%	72.5%	52.9%	66.6%
No	38.8	30.4	37.7	27.5	47.1	33.4
Sources of income*						
Wages	56.7%	65.6%	54.0%	66.4%	62.9%	77.1%
Family/friends	22.0	17.7	20.1	12.3	19.7	15.4
Illegal sources	23.4	27.0	22.5	28.8	19.4	14.4
Welfare	15.4	7.8	13.7	3.9	21.9	12.3
Pension ^b	17.3	4.1	16.5	3.7	18.4	4.9
Compensation payments	3.1	1.9	4.7	1.8	3.0	2.1

*Detail sums to more than 100% because offenders may have reported more than one source of income. For prisoners detail includes any income received in the month prior to arrest. For jail inmates, detail includes any income received in the year prior to arrest.

^bIncludes Supplemental Security Income, Social Security, or other pension.

Over half of mentally ill prison and jail inmates reported wages as their source of income prior to arrest, 23% of prison inmates and 20% of jail inmates reported income from illegal sources.

Offenders on probation were asked about their current employment and sources of income in the past year. Over half of mentally ill probationers and three-quarters of other probationers were currently employed. An estimated 52% of mentally ill probationers and 27% of other probationers said they received income from government agencies in the past year.

	Probationers	
	Mentally ill	Other
Currently employed		
Yes	55.9%	75.9%
No	44.1	24.1
Sources of income*		
Wages	69.3%	86.8%
Family/friends	17.9	16.3
Welfare	26.4	15.5
Pension	24.5	7.6
Compensation payments	10.2	7.7

*More than one source of income may have been reported.

Family history of incarceration and alcohol or drug use prevalent among mentally ill

Overall, 55% of mentally ill State prison inmates, 42% of Federal prisoners, 52% of jail inmates, and 40% of probationers reported a family member had been incarcerated at some point (table 8). About 47% of other State prison inmates, 39% of other Federal inmates, 45% of other jail inmates, and 34% of other probationers reported a history of family incarceration. Nearly a quarter of mentally ill State inmates said their father or mother had served time in prison or jail; 42% said a brother or sister had been incarcerated.

When compared with other inmates and probationers, the mentally ill also reported higher rates of alcohol and drug abuse by a parent or guardian while they were growing up. Approximately 4 in 10 mentally ill State prisoners, jail inmates, and probationers, and 1 in 3 Federal inmates reported their parent or guardian had abused alcohol

or drugs while they were growing up. About 42% reported alcohol abuse by a parent or guardian, and 13% reported drug abuse.

At some point while growing up, a quarter of mentally ill State prisoners and local jail inmates lived in a foster home, agency, or institution. One in six mentally ill probationers reported living in a foster home or institution for a period of time during their childhood.

Mentally ill report high rates of past physical and sexual abuse

Mentally ill male State prisoners were more than twice as likely as other males to report physical abuse prior to admission to prison (27% versus 11%) and nearly four times as likely to report prior sexual abuse (15% versus 4%, table 9). Among male inmates 25% of the mentally ill in Federal prisons or in jails reported prior physical abuse, compared to 5% of other male Federal inmates and 8% of other male jail inmates. Mentally ill male probationers

Table 8. Family background of inmates and probationers, by mental health status

	State prison		Federal prison		Local jail		Probation	
	Mentally ill inmates	Other inmates	Mentally ill inmates	Other inmates	Mentally ill inmates	Other inmates	Mentally ill probationers	Other probationers
Family member ever incarcerated	54.9%	46.5%	41.5%	38.5%	51.5%	45.1%	40.3%	34.0%
Parent	23.4	17.4	13.4	11.1	23.7	18.9	19.6	11.1
Brother/sister	41.8	36.5	29.5	29.9	36.2	32.8	25.7	25.6
While growing up —								
Ever lived in a foster home, agency, or institution	26.1%	12.2%	18.6%	5.8%	24.1%	11.5%	15.9%	6.5%
Parent or guardian abused alcohol or drugs								
Alcohol only	30.6%	22.2%	24.6%	16.0%	29.3%	21.9%	32.4%	19.2%
Drugs only	2.0	1.8	1.2	0.8	1.7	1.2	1.0	0.4
Both	10.9	5.7	8.5	2.8	11.1	6.1	9.0	2.4

Table 9. Prior physical or sexual abuse of inmates and probationers, by mental health status

Reported by offender	State prison		Federal prison		Local jail		Probation	
	Mentally ill inmates	Other inmates	Mentally ill inmates	Other inmates	Mentally ill inmates	Other inmates	Mentally ill probationers	Other probationers
Ever abused before admission	36.9%	15.2%	34.1%	7.6%	36.5%	12.5%	38.8%	12.1%
Male	32.8	13.1	30.0	5.5	30.7	9.6	31.0	6.5
Female	78.4	50.9	64.1	36.1	72.9	40.3	59.4	35.7
Physically abused	31.0%	12.5%	27.5%	6.4%	30.0%	10.1%	28.1%	9.8%
Male	27.4	10.8	24.5	4.7	25.3	8.0	21.0	5.1
Female	67.6	40.2	50.0	29.4	59.8	30.8	46.7	29.7
Sexually abused	19.0%	5.8%	15.6%	2.7%	23.5%	5.9%	21.9%	5.8%
Male	15.0	4.1	11.6	1.5	17.2	3.4	14.2	2.4
Female	58.9	33.1	45.0	19.3	63.4	29.6	42.3	19.9

Table 10. Prior alcohol and drug use of inmates and probationers, by mental health status

Alcohol/drug use reported by offender	State prison		Federal prison		Local jail		Probation	
	Mentally ill inmates	Other inmates	Mentally ill inmates	Other inmates	Mentally ill inmates	Other inmates	Mentally ill probationers	Other probationers
Alcohol/drug use								
At time of offense	58.7%	51.2%	46.5 %	33.0%	64.6%	56.5%	49.0%	46.4%
Drug use								
In month before offense	58.8%	56.1%	48.1 %	44.6%	57.6%	47.3%	39.5%	30.3%
At time of offense	36.9	31.7	29.3	21.9	38.8	30.4	18.1	12.6
Alcohol use								
At time of offense	42.7%	36.0%	27.9 %	19.8%	44.3%	36.0%	41.4%	39.7%

were 4 times as likely as other probationers to report prior physical abuse (21% and 5%, respectively).

The rate of physical abuse reported by mentally ill female inmates was over twice that reported by males. Nearly 70% of female State prisoners, 50% of female Federal prisoners, 60% of female jail inmates, and 47% of female probationers reported a history of physical abuse.

Nearly 60% of female mentally ill State prisoners, 45% of female Federal prisoners, 63% of female jail inmates and 42% of female probationers reported prior sexual abuse.

6 in 10 mentally ill State inmates under the influence of alcohol or drugs at time of offense

Mentally ill inmates were more likely than others to be under the influence of alcohol or drugs while committing their

current offense. About 60% of mentally ill and 51% of other inmates in State prison were under the influence of alcohol or drugs at the time of their current offense (table 10). Rates of alcohol and drug use at the time of the offense were even higher among mentally ill jail inmates, where 65% of the mentally ill and 57% of other jail inmates were under the influence. Among probationers, 49% of the mentally ill and 46% of others reported alcohol or drug use at the time of the offense.

Like other inmates and probationers, the mentally ill were more often under the influence of alcohol than drugs at the time of the current offense. About 43% of mentally ill State prison inmates and 44% of jail inmates had been drinking when they committed their current offense. Thirty-six percent of other inmates in prison and jail reported they were drinking at the time of the offense.

A third of mentally ill offenders alcohol dependent

Based on the CAGE diagnostic instrument, 34% of mentally ill State prison inmates, 24% of Federal prisoners, 38% of jail inmates and 35% of mentally ill probationers exhibited a history alcohol dependence (table 11).

CAGE is an acronym for four questions used by the diagnostic instrument to assess alcohol dependence or abuse. Respondents are asked if they have ever attempted to (C)ut back on drinking; ever felt (A)nnoyance at others' criticism of their drinking; ever experienced feelings of (G)uilt about drinking; and ever needed a drink first thing in the morning as an (E)ye opener or to steady their nerves. A person's likelihood of alcohol abuse is assessed by the number of positive responses to these four questions. Clinical tests involving hospital admissions, found

Table 11. Alcohol dependence and experiences of inmates and probationers while under the influence of alcohol, by mental health history

	State prison		Federal prison		Local jail		Probation	
	Mentally ill inmates	Other inmates	Mentally ill inmates	Other inmates	Mentally ill inmates	Other inmates	Mentally ill probationers	Other Probationers
History of alcohol dependence*	34.4%	22.4%	23.9%	15.6%	37.9%	24.3%	34.8%	22.1%
Because of your drinking, have you ever —								
Lost a job?	16.7%	9.0%	8.7%	4.7%	18.0%	10.3%	19.4%	5.3%
Had job or school trouble (such as demotion at work or dropping out of school)?	24.0	13.8	15.4	7.1	--	--	25.2	10.5
Been arrested or held at a police station?	35.2	28.3	30.7	18.3	41.5	30.7	45.7	41.1
While drinking have you ever —								
Gotten into a physical fight ?	45.7%	37.0%	36.4%	21.7%	49.8%	34.1%	43.9%	30.3%
Had as much as a fifth of liquor in 1 day, 20 drinks, 3 six-packs of beer, or 3 bottles of wine?	48.8	39.5	43.9	29.2	52.9	38.0	45.7	33.7

--Not asked of jail inmates.

*Measured by 3 or more positive CAGE responses. For description of the CAGE diagnostic measure see text.

three or more positive CAGE responses carried a .99 predictive value for alcohol abuse or dependence. (See *Substance Abuse and Treatment, State and Federal Prisoners, 1997*, BJS Special Report, NCJ 172871, for additional information on the CAGE instrument.)

Mentally ill inmates and probationers were more commonly alcohol dependent, reporting three or more positive CAGE responses. About 38% of mentally ill jail inmates reported signs of alcohol dependence, while 24% of other jail inmates reported signs of dependence. Among State prison inmates, 34% of the mentally ill and 22% of other inmates reported three or more positive responses.

Mentally ill offenders report negative life experiences related to drinking

In response to questions concerning their life experiences with alcohol, about 17% of mentally ill and 9% of other inmates in State prison said they had lost a job due to drinking. Among jail inmates with a mental condition, 18% had lost a job due to drinking, while 10% of other jail inmates reported losing a job. Nearly 20% of mentally ill probationers had lost a job; 5% of other probationers.

Amid other alcohol-related problems reported by the mentally ill, 35% of State prisoners had been arrested or held at a police station due to drinking, and 46% had gotten into a fight while drinking. Forty-nine percent of mentally ill State prison inmates, 44% of Federal inmates, 53% of jail inmates, and 46% of mentally ill probationers said they had consumed as much as a fifth of liquor (about 20 drinks) in 1 day.

Mentally ill jail inmates more often reported a prior stay in a detoxification unit for alcohol or drugs. An estimated 22% of the mentally ill in jail and 11% of other inmates reported they had been put in a detoxification unit.

Table 12. Maximum sentence length and time served by inmates, by offense and mental health status

Most serious offense	Mean maximum sentence length ^a		Mean time served			
			To date of interview		Total time to be served until release ^b	
	Mentally ill inmates	Other inmates	Mentally ill inmates	Other inmates	Mentally ill inmates	Other inmates
Local jail inmates						
All offenses	20 mo	26 mo	6.5 mo	6.7 mo	8.7 mo	10.7 mo
Violent	30 mo	37 mo	8.8 mo	9.3 mo	14.7 mo	16.0 mo
Property	26	26	5.3	8.0	7.4	11.6
Drug	18	25	8.9	8.4	8.6	13.5
Public-order	8	20	5.0	3.3	7.0	5.7
Other	10	8	8.4	1.6	10.0	5.3
State prison inmates						
All offenses	171 mo	159 mo	54.4 mo	49.3 mo	103.4 mo	88.2 mo
Violent	230 mo	225 mo	71.8 mo	69.7 mo	142.5 mo	130.7 mo
Property	128	118	38.8	36.6	75.0	62.2
Drug	103	111	30.3	28.5	49.8	49.5
Public-order	83	81	29.1	27.8	50.8	47.6
Other	120	104	32.5	47.8	60.1	80.6

Note: Because data on sentence length and time served are restricted to persons in prison and jail, they overstate the average sentence and time to be served by those entering prison or jail. Persons with shorter sentences leave prison and jail more quickly, resulting in a longer average sentence among persons in the inmate samples.

^aBased on the total maximum sentence for all consecutive sentences.

^bBased on time served when interviewed plus time to be served until the expected date of release.

Mentally ill expected to serve 15 months longer than other inmates in prison

Overall, mentally ill State prison inmates were sentenced to serve an average of 171 months in prison, or about 12 months longer than other offenders (table 12). On average, violent offenders with a mental illness were sentenced to 230 months (5 months longer than other violent inmates) and property offenders 128 months (10 months longer than other inmates).

Mentally ill jail inmates typically had sentences shorter than other jail inmates. On average, mentally ill inmates had a maximum sentence of 20 months, while other inmates an average of 26 months. Violent, drug, and property offenders identified as mentally ill had average sentences that were 6 to 12 months shorter than other offenders.

On average, mentally ill inmates in State prison are expected to serve more time in prison than other inmates. From the time of admission to prison to the time of the survey, mentally ill offenders had served on average 5 months longer than other offenders in State prison. Based on the time of admission to the time of expected release, mentally ill offenders expected to serve a total of 103 months in prison, 15 months longer than other offenders. The largest differences in time served were among violent and property offenders. The mentally ill expected to serve an average of at least 12 additional months for violent and property offenses.

Unlike State prisoners, mentally ill inmates in local jails expected to serve less time than inmates who are not mentally ill. Overall, both mentally ill jail inmates and other inmates had served about 6½ months from the time of admission to the time of the survey. On average, mentally ill inmates expected to serve a total of 9 months in jail prior to release; other inmates expected to serve about 11 months.

Disciplinary problems common among mentally ill inmates

Mentally ill inmates in State or Federal prison, as well as those in jail, were more likely than others in those facilities to have been involved in a fight, or hit or punched since admission. Among State prisoners 36% of mentally ill inmates reported involvement in a fight, compared to 25% of other inmates (table 13). Mentally ill inmates in Federal prison were over twice as likely as others to report involvement in a fight (21% compared to 9%).

Twenty-four percent of mentally ill State prison inmates had been involved in two or more fights since admission, and 12% reported involvement in four or more fights. Among jail inmates 10% of the mentally ill had been involved in two or more fights, compared 6% of those not mentally ill.

Consistent with their more frequent involvement in fights, disciplinary problems were more common among mentally ill inmates than other inmates. More than 6 in 10 mentally ill State prison inmates had been formally charged with breaking prison rules since admission. About half of other inmates reported they had been charged with breaking the rules. Among Federal prison inmates 41% of the mentally ill had been charged with a rule violation, compared to 33% of inmates not identified as mentally ill.

6 in 10 mentally ill received treatment while incarcerated

An estimated 60% of the mentally ill in State and Federal prison received some form of mental health treatment during their current period of incarceration (table 14). Fifty percent said they had taken prescription medication; 44% had received counseling or therapy; and 24% had been admitted overnight to a mental hospital or treatment program.

Among jail inmates, 41% of those identified as mentally ill had received some form of mental health services

since admission. The majority of those receiving treatment (34%) had been given medication. Fewer jail inmates (16%) than State prisoners (44%) said they had received counseling or therapy since admission.

Just over half of mentally ill probationers had received treatment since their sentence to community supervision. Counseling was the most common form of treatment (44%), followed by medication (37%), and an overnight stay in a mental hospital or treatment program (12%).

When sentenced to probation, an offender may be required by the court or probation agency to meet various conditions of the sentence, such as maintaining employment, submitting to drug testing, or participating in treatment. An estimated 13% of probationers were required to seek mental health treatment as a condition of their sentence. Forty-three percent of those required to participate in treatment had done so by the time of the survey.

Female mentally ill more likely than males to report treatment

Nearly 70% of mentally ill females in State prison, 77% of those in Federal prison, and 56% in local jails received mental health services while incarcerated, while 60% of males in State prison, 57% in Federal prison, and 38% in local jails reported treatment.

White mentally ill inmates reported higher rates of treatment than black or Hispanic offenders. About 64% of white State prison inmates identified as mentally ill had received treatment, compared to 56% of black offenders and 60% of Hispanic offenders.

	Percent of mentally ill receiving mental health services		
	State prison	Federal prison	Local jail
Gender			
Male	59.9%	57.4%	38.4%
Female	67.3	76.5	56.2
Race/Hispanic origin			
White	64.1%	65.4%	44.7%
Black	56.4	50.0	34.2
Hispanic	59.9	62.5	40.6

Table 13. Fights since admission and violation of prison or jail rules, by mental health status

Discipline problem reported by inmate	State prison		Federal prison		Local jail	
	Mentally ill inmates	Other inmates	Mentally ill inmates	Other inmates	Mentally ill inmates	Other inmates
Number of fights since admission						
None	64.3%	75.6%	79.4%	90.9%	80.9%	86.7%
1	11.4	9.6	11.6	5.2	9.4	7.0
2 to 3	12.8	7.8	5.2	2.5	7.0	4.1
4 or more	11.5	7.1	3.8	1.4	2.6	2.3
Charged with breaking prison or jail rules	62.2%	51.9%	41.2%	32.7%	24.5%	16.0%

Table 14. Mental health treatment in prison or jail or on probation for those identified as mentally ill

	Percent of mentally ill offenders			
	State prison	Federal prison	Local jail	Probation
Since admission, the offender had —				
Been admitted overnight to a mental hospital or treatment program	23.6%	24.0%	9.3%	12.2%
Taken a prescribed medication	50.1	49.1	34.1	36.5
Received counseling or therapy	44.1	45.6	16.2	44.1
Received any mental health service	60.5	59.7	40.9	56.0

Overall, 17% of inmates in State prison, 10% in Federal prison, 11% in local jails, and 12% of those on probation had received some form of mental health services since their current admission to prison or jail or sentence to probation. The most common form of treatment in local jails was medication, reported by 9% of inmates. Probationers were more likely to have received counseling (10%) than to have taken medication (6%) while under supervision. Among State prison inmates 12% said they received medication while incarcerated, and 12% participated in counseling or therapy.

Percent of all offenders
who received mental
treatment

State prison inmates	17.4%
Federal prison inmates	10.0
Local jail inmates	11.4
Probationers	11.5

Methodology

Data in this report are based on personal interviews conducted through three BJS surveys, the 1997 Survey of Inmates in State and Federal Correctional Facilities, the 1996 Survey of Inmates in Local Jails, and the 1995 Survey of Adults on Probation. Detailed descriptions of the methodology and sample design of each survey can be found in the following: *Substance Abuse and Treatment of Adults on Probation, 1995* (NCJ 166611); *Profile of Jail Inmates, 1996* (NCJ 164629); and *Substance Abuse and Treatment of State and Federal Prisoners, 1997* (NCJ 172871).

Accuracy of the estimates

The accuracy of the estimates presented in this report depends on two types of error: sampling and nonsampling. Sampling error is the variation that may occur by chance because a sample rather than a complete enumeration of the population was conducted. Nonsampling error can be attributed to many sources, such as nonresponses, differences in the interpretation of questions among inmates, recall difficulties, and processing errors. In any survey the full extent of the nonsampling error is never known. The sampling error, as measured by an estimated standard error, varies by the size of the estimate and the size of the base population. Estimates of the standard errors for selected characteristics have been calculated for each survey (see appendix tables). These standard errors may be used to construct confidence intervals around percentages. For example, the 95% confidence interval around the percentage of State prison inmates who were identified as mentally ill is approximately 16.2% plus or minus 1.96 times 0.40% (or 15.4% to 16.9%).

These standard errors may also be used to test the statistical significance of the difference between two sample

Appendix table 1. Standard errors of mental health status for inmates and probationers

	Estimated standard errors			
	State prison inmates	Federal prison inmates	Jail inmates	Probationers
Identified as mentally ill	0.40%	0.55%	0.61%	0.89%
Reported a mental or emotional condition	0.33	0.45	0.54	0.84
Because of a mental or emotional problem, inmate had —				
Been admitted to a hospital overnight	0.34	0.45	0.47	0.67

Appendix table 2. Standard errors of selected characteristics of mentally ill inmates and probationers

Selected characteristic	Estimated standard errors							
	State prison		Federal prison		Local jail		Probation	
	Mentally ill inmates	Other inmates	Mentally ill inmates	Other inmates	Mentally ill inmates	Other inmates	Mentally ill probationers	Other probationers
Current offense								
Violent	1.36%	0.60%	3.65%	0.75%	1.71%	0.84%	2.74%	1.03%
Property	1.17	0.49	2.19	0.55	1.64	0.76	2.79	1.20
Drug	0.91	0.50	3.81	1.05	1.23	0.72	2.23	1.08
Public-order	0.81	0.36	2.92	0.78	1.55	0.83	2.62	1.24
Criminal history								
Any priors	1.06	0.49	3.33	1.07	1.47	0.89	3.03	1.35
Alcohol/drug use at time of offense	1.35	0.60	3.88	1.04	2.17	1.14	3.04	1.33
History of alcohol dependence	1.29	0.50	3.32	0.79	1.72	0.74	2.89	1.10
Ever abused								
Males	1.37	0.43	3.92	0.52	2.14	0.52	3.24	0.72
Females	1.93	1.30	5.63	4.03	2.38	1.46	5.92	3.03
Involved in fight or was hit or punched after admission	1.31	0.52	3.16	0.63	1.48	0.60	--	--
Homeless								
In year before arrest	1.09	0.34	3.01	0.38	0.91	0.26	--	--
At time of arrest	0.52	0.13	1.50	0.12	1.69	0.63	--	--

statistics by pooling the standard errors of the two sample estimates. For example, the standard error of the difference between mentally ill State prisoners and other inmates who were incarcerated for a violent offense would be 1.49% (or the square root of the sum of the squared standard errors for each group). The difference would be 1.96 times 1.49 (or 2.91%). Since the difference of 6.8% (52.9% minus 46.1%) is greater than 2.91%, the difference would be considered statistically significant.

Estimating the number of mentally ill offenders under correctional supervision

Estimates of the total number of persons in prison, jail and on probation with a mental illness were obtained by multiplying the ratio of inmates or probationers identified as mentally ill from the personal interviews conducted in the three BJS surveys referenced above, by the total number of inmates in State prison, Federal prison, and local jails and the total number of offenders on probation.

For example, the total number of State prison inmates with a mental illness was estimated by multiplying the ratio of mentally ill offenders in State prison (16.2%) obtained from the 1997 Survey of Inmates in State Correctional Facilities, by the total State prison custody population at midyear 1998 (1,102,653) from the National Prisoner Statistics data collection.

Appendix table 3. Standard errors of mental health treatment in prison, jail or on probation for those identified as mentally ill

	Percent of mentally ill offenders			
	State prison	Federal prison	Local jail	Probation
Since admission, the offender had —				
Been admitted overnight to a mental hospital or treatment program	1.15%	3.32%	1.01%	2.00%
Taken a prescribed medication	1.36	3.91	2.22	2.90
Received counseling or therapy	1.35	3.88	1.26	3.03
Received any mental health service	1.33	3.84	2.16	3.03

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This report and others from the Bureau of Justice Statistics are available through the Internet —

<http://www.ojp.usdoj.gov/bjs/>

The data from the 1997 Surveys of Inmates in State and Federal Correction Facilities, the 1995 Survey of Adults on Probation, and the 1996 Survey of Inmates in Local Jails are available from the National Archive of Criminal Justice Data, maintained by the Institute for Social Research at the University of Michigan, 1-800-999-0960. The archive may also be accessed through the BJS Internet site.

U.S. Department of Justice
Office of Justice Programs

Bureau of Justice Statistics
810 Seventh Street, N.W.
Washington, DC 20531



Thursday, August 19, 1999 5:18:10 PM

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Subject: Following is a 2-page press release and the report *Probation and Parole in United States, 1998*, embargoed for release **Sunday, August 22, 1999, at 4:30 p.m. EDT.**

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Department of Justice

ADVANCE FOR RELEASE AT 4:30 P.M. EDT
SUNDAY, AUGUST 22, 1999

BJS
202/307-0784

U.S. CORRECTIONAL POPULATION REACHES 5.9 MILLION OFFENDERS

WASHINGTON, D.C. – The combined federal, state and local adult correctional population grew by 163,800 men and women during 1998 to reach a new high of 5.9 million people, the Justice Department's Bureau of Justice Statistics (BJS) announced today. This includes incarcerated inmates and probationers and parolees in the community, BJS said. Almost 3 percent of the nation's adult population, or about 1 in every 34 adults, were incarcerated or on probation or on parole at the end of last year.

As of December 31, 1998, adults under community supervision surpassed 4 million for the first time, to a record 4.1 million, up from 3.2 million on December 31, 1990. At the end of 1998, 3,417,613 adult men and women were on probation, 704,964 were on parole, 1,232,900 were in prisons, and 584,372 were in local jails. From 1990 through 1998 the percentage of the total correctional population under community supervision declined from 74 percent to 69 percent.

Among the probationers, criminal offenders sentenced to a period of correctional supervision in the community, 57 percent had been convicted of a felony, 40 percent of a misdemeanor and 3 percent of other infractions. Twenty-four percent were on probation for a drug law violation and 17 percent for driving while intoxicated.

Nearly all adults on parole, a period of conditional supervision following a prison term, had been convicted of a felony (96 percent). More than half of people entering parole during 1998 were released from prison because of a requirement to do so under a sentencing statute. In 1998, 41 percent of those entering parole had been released by a parole board, down from 59 percent in 1990.

More than 100,000 people were under community supervision in the federal system in 1998. Almost 1 million of the nation's federal, state and local probationers and parolees, about one in four of the total, were in Texas (555,780) and California (435,044). Texas led the nation with the largest percentage of its adult population under community supervision (3.9 percent), followed by Delaware and Washington, each with 3.6 percent.

Twelve states reported fewer than 1 percent of their adult populations on parole or probation. West Virginia had the lowest rate of people under correctional supervision in the community (521 per 100,000 adults), followed by Kentucky (590), and North Dakota (596).

Vermont and Idaho each reported a 21 percent increase in their probation population for the year ending December 31, 1998. Other states with an increase of at least 10 percent included Arkansas (up 19 percent), New Mexico (up 17 percent), Arizona (up 17 percent), Alabama (up 14 percent), Pennsylvania (up 12 percent), and Illinois (up 10 percent). Eleven states reported a decline in their probation populations, led by Louisiana and South Dakota, each down 7 percent.

Large parole population gains were reported by many states for 1998. Ohio led with a 66 percent increase in parole in 1998, followed by Idaho (55 percent) and North Dakota (51 percent). Four states reported parole declines of 20 percent or more: Virginia (down 37 percent), North Carolina (down 30

(MORE)

- 2 -

percent), Washington (down 22 percent), and Oklahoma (down 21 percent). The parole and supervised release populations in the federal system rose by 5 percent.

Nationwide, women constituted a larger percentage of the probation and parole populations in 1998 than in 1990. Women comprised 21 percent of adult probationers in 1998 (up from 18 percent in 1990) and 12 percent of those on parole (up from 8 percent).

At the end of 1998, more than a third of probationers (1,179,400) and more than 2 out of 5 adults on parole (311,300) were black, while two-thirds of probationers (2,186,600) and half of parolees (384,700) were white. Hispanics, who may be of any race, comprised 15 percent of probationers (515,000), and 21 percent of parolees (144,900).

Over 1.5 million probationers and more than 420,000 parolees were discharged from community supervision in 1998. Among those discharged from probation, 59 percent successfully completed their supervision, down from 69 percent in 1990. Among discharged parolees in 1998, 45 percent successfully completed their supervision, compared to 50 percent in 1990. During 1998, 17 percent of probationers and 42 percent of parolees were reincarcerated because of a rule violation or new offense. An estimated 3 percent of discharged probationers and 9 percent of parolees had absconded.

The bulletin, "Probation and Parole in the United States, 1998: (NCJ-178234) was written by BJS statistician Thomas P. Bonczar and BJS statistical assistant Lauren E. Glaze. Single copies may be obtained from the BJS fax-on-demand system by dialing 301/519-5550, listening to the complete menu and selecting document number 168. Or call the BJS Clearinghouse number: 1-800-732-3277. Fax orders for mail delivery to 410/792-4358. The BJS Internet site is:

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After hours contact: Stu Smith at 301/983-9354



Bureau of Justice Statistics Bulletin

August 1999, NCJ 178234

Probation and Parole in the United States, 1998

By Thomas P. Bonczar
BJS Statistician

Lauren E. Glaze
BJS Statistical Assistant

The total Federal, State, and local adult correctional population — incarcerated or in the community — grew by 163,800 during 1998 to reach a new high of 5.9 million. About 2.9% of the U.S. adult population, or about 1 in every 34 adults, were incarcerated or on probation or parole at yearend 1998.

A total of 3,417,613 adult men and women were on probation in the United States at yearend 1998, representing a growth of 3.7% during the year. The adult parole population grew 1.5%, rising to a total of 704,964 by December 31, 1998.

Adults under community supervision or in jail or prison, 1990-98

Year	Total estimated correctional population*	Community supervision		Incarceration	
		Probation	Parole	Jail	Prison
1990	4,348,000	2,670,234	531,407	403,019	743,382
1995	5,335,100	3,077,861	679,421	499,300	1,078,542
1996	5,482,700	3,164,996	679,733	510,400	1,127,528
1997	5,726,500	3,296,788	694,787	557,974	1,178,922
1998 ^b	5,890,300	3,417,613	704,964	584,372	1,232,900
Percent change 1997-98	2.9%	3.7%	1.5%	4.7%	4.8%
1990-98	35.5	28.0	32.7	45.0	65.9
Average annual percent change 1990-98	3.9%	3.1%	3.6%	4.8%	6.5%

Note: The probation and parole counts may vary from previously reported estimates. Counts are for December 31, except for jail counts for June 30. All jail and prison counts are for inmates in custody.

*A small number of individuals had multiple correctional statuses; consequently, the total is an overestimate. The total for 1998 excludes 36,527 probationers in jail and 13,012 probationers in prison.

^bThe 1998 prison count is an estimate.

Highlights

Probation —

- The adult probation population grew 3.7% in 1998, an increase of nearly 121,000 probationers, exceeding the average annual growth of 3.1% since 1990.
- 57% of all probationers had been convicted of a felony, 40% of a misdemeanor, and 3% of other infractions. Twenty-four percent were on probation for a drug law violation, and 17%, for driving while intoxicated.
- Eight States registered an increase of 10% or more in their probation population in 1998, led by Vermont and Idaho, each with a 21% increase. Eleven States reported a decrease in their adult probation population during 1998, led by Louisiana and South Dakota, each down 7%.
- Washington had the highest rate of probationers per 100,000 residents, 3,619; Kentucky had the lowest, 437.

Parole —

- Overall, the Nation's parole population grew by about 10,000 in 1998, or 1.5% — less than half the average annual increase of 3.6% since 1990.
- Mandatory releases from prison as a result of a sentencing statute or good-time provision comprised 53% of those entering parole in 1998; in 1990 they were 41%.
- A total of 12 States registered double-digit increases in their parole population in 1998. Six States had a parole population increase exceeding 20% in 1998: Ohio, 66%; Idaho, 55%; North Dakota, 51%; South Dakota, 32%; Colorado, 26%; and Minnesota, 22%.
- Eleven States had a decrease of 10% or more in their parole population, led by Virginia, down 37%, and North Carolina, down 30%.

Over 4 million adult men and women were on probation or parole

At yearend 1998 the number of adult men and women in the United States who were being supervised in the community surpassed 4 million for the first time, to a record 4,122,577 adults under supervision on December 31, 1998. These data were collected in the 1998 Probation Data Survey and the 1998 Parole Data Survey conducted by the Bureau of Justice Statistics (BJS).

The 3.3% increase of 131,022 in the number of adults under supervision in the community was more than the average annual increase of 3.2% since 1990.

The total adult correctional population, including those incarcerated and those being supervised in the community, reached a new high of 5,890,300 at the end of 1998.

At yearend 1998, 2.9%, or about 1 in every 34 adults in the United States, were in State or Federal prisons, local

jails, or under the supervision of probation or parole authorities, up from 2.3% in 1990. During the same time, there was a steady decline in the percentage of the correctional population under supervision in the community, from 74% of the total adult correctional population in 1990 to 69% in 1998.

Year	Percent of correctional population under community supervision	Percent of U.S. adults under correctional supervision
1990	73.6%	2.3%
1991	73.2	2.4
1992	72.9	2.5
1993	72.4	2.6
1994	71.4	2.7
1995	70.4	2.7
1996	70.8	2.8
1997	69.7	2.9
1998	69.1	2.9

persons on probation or parole, followed by California with 435,044.

Texas also led the Nation with the largest percentage of its adult population under community supervision (3.9% at yearend 1998), followed by Delaware and Washington, each with 3.6%. California's community supervision rate of 1.8% was less than half that of Texas.

Twelve States reported that fewer than 1% of their adult populations were on probation or parole. West Virginia had the lowest rate of supervision in the community (521 offenders per 100,000 adults).

Texas and California led the Nation in number of adults supervised in the community

Nearly 1 million persons being supervised in the community in 1998, or about 1 in 4 probationers and parolees, were in Texas and California (table 1). Texas led the Nation with 555,780

	Number under supervision per 100,000 adult residents
West Virginia	521
Kentucky	590
North Dakota	596
Mississippi	653
New Hampshire	713
Virginia	724
Maine	737
South Dakota	851
Montana	884
Utah	948
Iowa	985
New Mexico	993

Table 1. Community corrections among the States, yearend 1998

10 States with the largest 1998 community corrections populations	Number supervised	10 States with the largest percent increase	Percent increase	10 States with the highest rates of supervision, 1998	Persons supervised per 100,000 adult U.S. residents*	10 States with the lowest rates of supervision, 1998	Persons supervised per 100,000 adult U.S. residents*
Probation:							
Texas	443,758	Vermont	21.0%	Washington	3,619	Kentucky	437
California	324,427	Idaho	20.6	Delaware	3,548	West Virginia	452
Florida	239,021	Arkansas	18.7	Texas	3,140	North Dakota	559
New York	190,518	New Mexico	17.5	Rhode Island	2,710	Mississippi	578
Michigan	172,147	Arizona	17.3	Georgia	2,702	New Hampshire	584
Washington	152,609	Alabama	13.8	Minnesota	2,625	Virginia	594
Georgia	151,865	Pennsylvania	11.9	Michigan	2,369	South Dakota	648
New Jersey	133,227	Illinois	10.4	Indiana	2,326	Utah	678
Illinois	131,850	Montana	9.6	Connecticut	2,316	Maine	730
Pennsylvania	121,094	Iowa	9.6	New Jersey	2,175	Montana	782
Parole:							
Texas	112,022	Ohio	66.2%	Pennsylvania	910	Maine	7
California	110,617	Idaho	55.4	Texas	793	Washington	9
Pennsylvania	83,168	North Dakota	50.9	Oregon	703	North Dakota	37
New York	59,548	South Dakota	32.2	Louisiana	590	Connecticut	48
Illinois	30,432	Colorado	25.7	California	466	Nebraska	51
Georgia	20,482	Minnesota	22.4	New York	436	Oklahoma	62
Louisiana	18,759	Connecticut	19.0	Maryland	404	Rhode Island	62
Oregon	17,270	Nevada	17.1	Georgia	364	Florida	65
Maryland	15,528	Utah	15.0	Illinois	344	West Virginia	69
Michigan	15,331	Arkansas	11.4	Arkansas	338	Mississippi	75

Note: The District of Columbia as a wholly urban jurisdiction is excluded.

*Rates are computed using the U.S. adult resident population on July 1, 1998.

Table 2. Adults on probation, 1998

Region and jurisdiction	Probation population, 1/1/98	Entries	Exits	Probation population, 12/31/98	Percent change in probation population during 1998	Number on probation per 100,000 adult residents, 12/31/98
U.S. total	3,296,768	1,673,661	1,555,164	3,417,613	3.7%	1,705
Federal ^a	33,532	14,871	14,861	33,254	-0.8%	17
State	3,263,236	1,658,790	1,540,303	3,384,359	3.7	1,688
Northeast	561,707	238,520	209,318	590,684	5.2%	1,509
Connecticut	55,989	32,318	30,797	57,510	2.7	2,316
Maine ^a	7,178	:	:	8,953	-3.1	730
Massachusetts	46,430	40,165	40,028	46,567	0.3	993
New Hampshire	4,876	3,760	3,461	5,175	6.1	584
New Jersey ^b	130,565	58,200	55,538	133,227	2.0	2,175
New York	181,105	48,384	38,971	190,518	5.2	1,393
Pennsylvania ^b	108,230	43,091	30,227	121,094	11.9	1,325
Rhode Island ^b	19,648	7,099	6,404	20,343	3.5	2,710
Vermont	7,686	5,503	3,892	9,297	21.0	2,068
Midwest	746,286	441,239	416,898	774,455	3.8%	1,864
Illinois	119,481	68,232	55,863	131,850	10.4	1,488
Indiana	96,752	84,946	79,798	101,900	5.3	2,326
Iowa	16,834	17,184	15,571	18,447	9.8	862
Kansas ^{c,d}	16,339	19,306	19,482	16,163	-1.1	837
Michigan ^{a,b,e}	165,449	61,755	58,729	172,147	4.0	2,369
Minnesota	94,920	54,671	58,618	90,973	-4.2	2,625
Missouri ^{b,e}	46,301	17,815	16,110	48,006	3.7	1,191
Nebraska	16,439	12,660	13,062	15,937	-3.1	1,309
North Dakota	2,700	1,622	1,664	2,658	-1.6	559
Ohio ^{a,b,e}	113,493	74,298	70,719	117,618	3.6	1,406
South Dakota ^{a,d,f}	3,730	4,098	3,958	3,480	-6.7	648
Wisconsin	53,848	24,752	23,324	56,276	2.7	1,427
South	1,306,375	658,788	636,146	1,327,705	1.6%	1,874
Alabama ^{a,b,e}	38,720	17,279	15,626	44,047	13.8	1,348
Arkansas ^b	28,294	13,668	8,379	33,583	18.7	1,782
Delaware ^b	18,837	11,013	9,820	20,030	6.3	3,548
District of Columbia	10,043	9,840	9,278	10,605	5.6	2,524
Florida ^{a,b,e}	239,694	144,384	142,007	239,021	-0.3	2,101
Georgia ^a	149,963	60,206	58,304	151,865	1.3	2,702
Kentucky	12,093	8,554	5,755	12,892	6.6	437
Louisiana	35,453	16,136	18,561	33,028	-6.8	1,039
Maryland	74,612	40,179	36,740	78,051	4.6	2,029
Mississippi ^{a,d,h}	10,997	6,461	5,928	11,530	4.8	578
North Carolina	105,416	59,436	60,154	104,698	-0.7	1,861
Oklahoma ^{a,b,e}	28,790	13,912	13,760	28,942	0.5	1,173
South Carolina	43,095	15,280	17,066	41,309	-4.1	1,436
Tennessee ^{b,e}	35,836	23,368	21,796	37,408	4.4	913
Texas	438,232	196,385	190,859	443,758	1.3	3,140
Virginia	30,002	24,687	24,113	30,576	1.9	594
West Virginia ^{a,g}	6,298	:	:	6,362	1.0	452
West	648,868	320,243	275,941	691,515	6.6%	1,576
Alaska ^{a,g}	4,212	1,745	1,501	4,456	5.8	1,057
Arizona ^{a,b}	44,813	28,944	21,177	52,580	17.3	1,544
California ^a	304,531	167,106	147,210	324,427	6.5	1,366
Colorado ^{a,b,e}	45,499	26,477	21,337	47,792	5.0	1,631
Hawaii	15,401	7,443	7,133	15,711	2.0	1,756
Idaho	6,367	3,138	1,828	7,677	20.6	875
Montana ^{a,g}	4,683	:	:	5,133	9.6	782
Nevada ^b	11,670	5,794	4,903	12,561	7.6	981
New Mexico ^{a,g}	8,905	8,926	7,371	10,460	17.5	849
Oregon	43,980	16,876	16,047	44,809	1.9	1,824
Utah	9,519	4,130	4,174	9,475	-0.5	678
Washington ^{a,b,e}	145,547	45,839	41,123	152,609	4.9	3,619
Wyoming	3,741	3,825	2,137	3,825	2.2	1,088

: Not known.

^aBecause of incomplete data, the population on December 31, 1998, does not equal the population on January 1, 1998, plus entries, minus exits.^bSome data are estimated.^cData do not include absconders.^dData do not include out-of-State cases.^eMultiple agencies reporting.^fData are for year beginning July 1, 1997, and ending June 30, 1998.^gAll data are estimated.^hData do not include inactive cases.

Nearly 3 out of 5 probationers were convicted of a felony

Probationers are criminal offenders who have been sentenced to a period of correctional supervision in the community. On December 31, 1998, a total of 3,417,613 adult men and women were serving a probation sentence in the United States (table 2). Nearly 3 out of 5 probationers had been convicted of a felony offense; 2 out of 5 had been convicted of a misdemeanor.

Type of sentence	Percent of adults on probation
Felony	57%
Misdemeanor	40
Other infractions	3

Note: Information on type of sentence was not available for 6% of probationers.

Twenty-four percent of probationers had a drug law violation, and 17% were sentenced for driving while intoxicated or under the influence of alcohol.

Specific offense	Percent of adults on probation
DWI/DUI	17%
Drug law violation	24

Note: DWI/DUI status was not available for 33% of probationers; drug law violation, 42%.

120,845 probationers added in 1998

During 1998 the probation population grew by 120,845, an increase of 3.7% (table 3). This was greater than the 3.1% average annual increase recorded since yearend 1990 — the equivalent of 93,422 probationers

Table 3. Change in the number of adults on probation, 1990-98

Year	Annual increase	
	Number	Percent change
1991	58,238	2.2%
1992	83,139	3.0
1993	91,450	3.3
1994	77,961	2.7
1995	96,839	3.2
1996	87,135	2.8
1997	131,772	4.2
1998	120,845	3.7
Total increase, 1990-98	747,379	28.0%
Average annual increase, 1990-98	93,422	3.1%

added each year. Since yearend 1990 the probation population only grew faster in 1997, when the addition of 131,722 probationers resulted in an increase of 4.2%.

8 States reported an increase of 10% or more in their probation population

Vermont and Idaho each reported an increase of 21% in the number of adults on probation during 1998. Other States that reported an increase of at least 10% in their adult probation population were Arkansas (19%), New Mexico (17%), Arizona (17%), Alabama (14%), Pennsylvania (12%), and Illinois (10%).

Eleven States had fewer adults on probation at the end of 1998 than at the beginning of the year, led by Louisiana and South Dakota, each down 7%.

Direct and split sentences more common in 1998 than 1990

In 1998, 51% (1,739,600) of all adults on probation had received a direct sentence to probation from court, up from 38% in 1990; and 10% (341,200) had received a split sentence to incarceration and probation in 1998, up from 6% in 1990 (table 4). Smaller percentages of probationers in 1998 had a suspended sentence to incarceration (27%, down from 41% in 1990), or had the imposition of their sentence to probation suspended (10%, down from 14% in 1990).

1 in 5 probationers are women; 2 in 3 are white

Nationwide, women represented a larger percentage of the probation population in 1998 than in 1990. Women were 21% of adults on probation in 1998 (721,400), up from 18% in 1990.

At yearend 1998 more than a third of probationers (1,179,400) were black. Two-thirds (2,186,600) were white. Persons of other races accounted for about 2% of probationers (51,600).

Table 4. Characteristics of adults on probation, 1990 and 1998

Characteristic	1990	1998
Total	100%	100%
Gender	100%	100%
Male	82	79
Female	18	21
Race	100%	100%
White	68	64
Black/African American	31	35
American Indian/Alaska Native	1	1
Asian/Pacific Islander*	—	1
Hispanic origin	100%	100%
Hispanic	18	15
Non-Hispanic	82	85
Status of supervision	100%	100%
Active	83	77
Inactive	9	9
Absconded	6	10
Supervised out of State	2	2
Other	—	2
Adults entering probation	100%	100%
Without incarceration	87	77
With incarceration	8	17
Other types	5	6
Adults leaving probation	100%	100%
Successful completions	69	59
Returned to incarceration	14	17
With new sentence	3	9
With the same sentence	11	9
Absconder	7	3
Other unsuccessful	2	9
Death	—	—
Other	7	11
Status of probation	100%	100%
Sentence suspended	41	27
Imposition suspended	14	10
Direct imposition	38	51
Split sentence	6	10
Other	1	2

Note: For every characteristic there were persons of unknown status or type. Detail may not sum to total because of rounding.

**Not available.

—Less than 0.5%.

*Includes Native Hawaiians.

Hispanics, who may be of any race, comprised 15% of probationers (515,000).

Nearly 3 out of 5 of the 1.5 million adults discharged from probation in 1998 had successfully met the conditions of their supervision. An additional 17% of probationers who were discharged from supervision in 1998 were incarcerated because of a rule violation or new offense.

Table 5. Adults on parole, 1998

Region and jurisdiction	Parole population, 1/1/98	1998		Parole population, 12/31/98	Percent change in parole population during 1998	Number on parole per 100,000 adult residents, 12/31/98
		Entries	Exits			
U.S. total	694,787	434,209	423,661	704,964	1.5%	352
Federal^a	63,512	24,895	21,238	66,761	5.1%	33
State	631,275	409,314	402,423	638,203	1.1	318
Northeast	162,782	72,626	69,713	165,313	1.6%	422
Connecticut	996	1,449	1,260	1,185	19.0	48
Maine ^b	67	2	4	65	-3.0	7
Massachusetts ^a	4,596	3,718	3,443	4,489	-2.3	96
New Hampshire	1,083	565	507	1,141	5.4	129
New Jersey ^b	16,903	16,281	18,627	14,557	-13.9	238
New York	59,670	25,096	25,218	59,548	-0.2	436
Pennsylvania ^b	78,264	24,726	19,822	83,168	6.3	910
Rhode Island	526	532	589	469	-10.8	62
Vermont	677	257	243	691	2.1	154
Midwest	89,860	69,798	65,939	93,719	4.3%	201
Illinois	30,348	23,773	23,689	30,432	0.3	344
Indiana ^{c,d}	4,044	4,681	4,467	4,258	5.3	97
Iowa	2,037	2,608	2,451	2,194	7.7	103
Kansas ^c	6,150	4,982	5,107	6,025	-2.0	312
Michigan	14,351	10,503	9,523	15,331	6.8	211
Minnesota	2,446	3,011	2,462	2,995	22.4	86
Missouri ^a	12,514	5,034	7,182	10,366	-17.2	257
Nebraska	668	710	774	824	-9.3	51
North Dakota	116	338	279	175	50.9	37
Ohio	6,803	9,275	4,774	11,304	66.2	135
South Dakota	823	826	560	1,088	32.2	203
Wisconsin	9,540	4,058	4,671	8,927	-6.4	231
South	236,743	99,334	109,084	227,473	-3.9%	321
Alabama ^{a,b,f}	6,356	2,273	1,944	6,785	6.7	208
Arkansas ^a	5,719	5,415	4,763	6,371	11.4	338
Delaware ^{a,b,g}	591	.	192	572	-3.2	101
District of Columbia ^{a,b}	7,761	1,553	2,975	6,625	-14.6	1,577
Florida	8,477	4,315	5,371	7,421	-12.5	65
Georgia ^a	21,915	10,360	11,749	20,482	-6.5	364
Kentucky	4,233	2,938	2,663	4,508	6.5	153
Louisiana	19,927	13,533	14,701	18,759	-5.9	590
Maryland	15,763	8,459	8,694	15,528	-1.5	404
Mississippi ^{c,d,h}	1,378	1,094	983	1,489	8.1	75
North Carolina ^b	8,148	6,923	9,331	5,740	-29.6	102
Oklahoma ^b	1,928	317	713	1,532	-20.5	62
South Carolina	4,813	939	1,393	4,359	-9.4	152
Tennessee	8,693	3,086	4,174	7,605	-12.5	186
Texas ^a	109,437	32,189	29,604	112,022	2.4	793
Virginia	10,710	5,115	9,125	6,700	-37.4	130
West Virginia	894	675	594	975	9.1	69
West	141,890	167,556	157,687	151,698	6.9%	346
Alaska ^a	472	313	293	492	4.2	117
Arizona	3,378	6,207	5,843	3,742	10.8	110
California ^{a,f}	104,412	140,724	134,519	110,617	5.9	466
Colorado	4,139	4,421	3,356	5,204	25.7	178
Hawaii	1,827	791	609	2,009	10.0	225
Idaho	820	832	378	1,274	55.4	145
Montana ^{a,g}	755	.	.	667	-11.7	102
Nevada ^b	3,463	2,606	2,014	4,055	17.1	317
New Mexico	1,626	1,671	1,524	1,773	9.0	144
Oregon	16,815	7,010	6,555	17,270	2.7	703
Utah	3,281	2,686	2,195	3,772	15.0	270
Washington ^{a,g}	480	23	155	375	-21.9	9
Wyoming ^b	422	272	246	448	6.2	127

: Not known.

^aBecause of incomplete data, the population on December 31, 1998, does not equal the population on January 1, 1998, plus entries, minus exits.^bSome data are estimated.^cData do not include absconders.^dData do not include out-of-State cases.^eAll data are estimated.^fMultiple agencies reporting.^gData are for period beginning March 30, 1998, and ending December 31, 1998.^hData do not include inactive cases.

Parole growth in 1998 less than half average annual growth since 1990

Also serving time in the community at the end of 1998 were 704,964 adults on parole (table 5). Parole is a period of conditional supervised release following a prison term. Prisoners may be released to parole either by a parole board decision or by mandatory conditional release.

The 1.5% growth in parole during 1998 — a net increase of about 10,000 parolees — was less than half the average annual increase of 3.6% in parole since 1990. Nearly all parolees had been convicted of a felony (96%).

Length of sentence	Percent of adults on parole
Less than 1 year	4%
One year or more	96

Note: Information on length of sentence was not available for 20% of parolees.

Double-digit increases and decreases in parole population reported by many States

Twelve States reported an increase of 10% or more in their adult parole population for the year ending December 31, 1998. Ohio led with 66%, followed by five other States exceeding 20%: Idaho (55%), North Dakota (51%), South Dakota (32%), Colorado (26%), and Minnesota (22%).

Decreases of 10% or more in parole population during 1998 were reported by 11 other States. Virginia's parole population decrease of 37% for the year ending December 31, 1998, was followed by three other States with a decrease of 20% or more: North Carolina (-30%), Washington (-22%), and Oklahoma (-21%).

Sharp increases in parole entries linked to rise in parole population

Ten of the twelve States experiencing the largest growth in their parole populations also reported increases of 13% or more in the number of entries to parole in 1998 as compared with 1997. Among States with a 10% or more increase in their parole popula-

Jurisdictions having changes in 1998 parole population of ±10% or more	Percent change, 1997-98		Total popula- tion
	Entries	Exits	
Decreases			
Virginia*	-46%	4%	-37%
North Carolina*	-21	-28	-30
Washington*	-28	38	-22
Oklahoma*	-28	6	-21
Missouri*	7	36	-17
Dist. of Col.*	-33	26	-15
New Jersey*	11	52	-14
Tennessee*	-28	-8	-13
Florida*	20	23	-12
Montana	:	:	-12
Rhode Island	-9	-6	-11
Increases			
Ohio*	76%	— %	66%
Idaho	39	-20	55
North Dakota*	59	45	51
South Dakota	22	4	32
Colorado	18	18	26
Minnesota*	14	-4	22
Connecticut*	37	10	19
Nevada	:	:	17
Utah*	15	14	15
Arkansas	68	69	11
Arizona*	1	-11	11
Hawaii	13	-5	10

*Meet Federal truth-in-sentencing requirements.

:Not known.

-Less than -0.5%.

tion, Arizona was an exception. In Arizona the number of persons entering parole increased 1%. The population growth in Arizona during 1998 resulted primarily from an 11% decrease in the number of exits from parole.

Among States with parole population decreases of 10% or more during 1998, seven reported a decrease in the number of entries to parole as compared with 1997. In three States (Florida, New Jersey, and Missouri) where the number of entries increased in 1998 as compared with 1997, exits increased even more, resulting in a net decrease in the parole population during 1998.

Parole growth varied among truth-in-sentencing States

Restrictions on early release from prison and other reforms to reduce the discrepancy between sentence imposed and actual time served in prison have come to be known as truth in sentencing. First enacted in Washington State in 1984, these laws require offenders to serve a greater

portion of the prison sentence before being released. Definitions of truth in sentencing vary among the States, as do the percentage of sentence required to be served and the crimes covered by the laws (with most targeting violent offenders).¹

Adoption of truth-in-sentencing laws might be expected over time to result in a net decrease in the number of persons on parole. As such laws are phased-in, the number of persons entering parole might be expected to decrease as prison time served by affected offenders increases. Subsequently, offenders who have served more time in prison may have less time to spend on parole.

The nine States reporting the largest decreases in parole during 1998 had all enacted restrictions on early release. Each met Federal requirements for truth-in-sentencing incentive grants; the remaining two States with parole decreases of 10% or more during 1998 did not.² Truth-in-sentencing laws, however, had also been enacted by 6 of the 12 States reporting parole increases of 10% or more.

Overall, 16 of the 22 States that had a decrease in their parole population during 1998 met the Federal truth-in-sentencing requirements, compared to 13 of the 29 States that had an increase in their parole population.

Parole population change in 1998	All States	Number of States meeting Federal requirements
Decrease	22	16
Increase	29	13

¹See *Truth in Sentencing in State Prisons*, BJS Special Report, January 1999, NCJ 170032 for more information.

²For eligibility criteria, see *Violent Offender Incarceration and Truth-In-Sentencing Incentive Grants: Program Guidance and Application Kit, FY98*, Office of Justice Programs, NCJ 168942.

Mandatory releases to parole have increased since 1990

Discretionary releases of prisoners to parole supervision by a parole board have decreased from 59% of adults entering parole in 1990 to 41%, or 176,600, in 1998 (table 6). During this same period, mandatory releases to parole supervision increased from 41% of parole entries in 1990 to 53% (or 230,600) in 1998. Even though mandatory releases had increased during the 1990's, 62% of all parolees on December 31, 1998, had been released as the result of a parole board decision.

Type of sentence of adults on parole	Percent of adults on parole
Discretionary parole	62%
Mandatory parole	37
Special conditional release	--
Other	--

Note: Information on type of sentence was not available for 3% of adults on parole.

-- Less than 0.5%.

Women accounted for more than 1 in 8 adults on parole in 1998

About 1 of every 8 adults on parole in 1998 (82,300) were women. Women represented a larger percentage of the parole population (12%) in 1998 than in 1990 when they were 8%.

More than 2 out of 5 adults on parole on December 31, 1998, (311,300) were black; half (384,700) were white.

About 1% of parolees were of other races (9,000). Twenty-one percent of parolees (144,900) were Hispanics, who may be of any race.

Of 423,700 parolees discharged from supervision in 1998, 45% had successfully met the conditions of their supervision, while 42% had been returned to incarceration either because of a rule violation or new offense. Absconders accounted for 9% of those discharged from parole in 1998, up from 1% in 1990.

Table 6. Characteristics of adults on parole, 1990 and 1998

Characteristic	1990	1998
Total	100%	100%
Gender	100%	100%
Male	92	88
Female	8	12
Race	100%	100%
White	52	55
Black/African American	47	44
Other	1	1
Hispanic origin	100%	100%
Hispanic	18	21
Non-Hispanic	82	79
Status of supervision	100%	100%
Active	82	81
Inactive	5	5
Absconded	6	8
Supervised out of State	6	5
Other	--	--
Adults entering parole	100%	100%
Discretionary parole	59	41
Mandatory parole	41	53
Reinstatement	--	5
Other	--	1
Adults leaving parole	100%	100%
Successful completion	50	45
Returned to incarceration	46	42
With new sentence	17	13
Other	29	29
Absconder	1	9
Other unsuccessful	1	1
Transferred	1	1
Death	1	1
Other	--	1

Note: For every characteristic there were persons of unknown status or type. Detail may not sum to total because of rounding.

--Not available.

--Less than 0.5%.

Methodology

The Probation and Parole Data Surveys provide a count of the total number of persons supervised in the community on January 1 and December 31, 1998, and a count of the number entering and leaving supervision during the year. These surveys cover all 50 States, the District of Columbia, and the Federal system.

Data for the Federal system are from the Administrative Office of the U.S. Courts as provided to the BJS Federal Justice Statistics Program.

Because many States update their population counts, the January 1, 1998, numbers may differ from those previously published for December 31, 1997.

Probation

The 1998 Probation Data Survey was sent to 304 respondents: 39 central State reporters and 265 separate State, county, or court agencies, representing a net increase of 33 local respondents as compared with the 1997 Probation Data Survey. Changes in authority and fragmentation of local agencies led to 35 additional agencies as follows: Georgia (1), Michigan (18), Ohio (1), and Washington (15). One local agency in Washington closed, and two local agencies in Michigan are now reported on a single form. Inclusion of these probation agencies accounted for an increase of 27,039 probationers on 1/1/98 and 29,329 probationers on 12/31/98.

States with multiple reporters in the 1998 Probation Data Survey were Alabama (3), Arizona (2), Colorado (9), Florida (14), Georgia (3), Michigan (131), Missouri (2), New Mexico (2), Ohio (53), Oklahoma (3), Tennessee (3), Washington (38), and West Virginia (2). Two local agencies in Michigan did not provide data. For these the 12/31/97 population count was used as the 1/1/98 and 12/31/98 count.

Parole

The 1998 Parole Data Survey was sent to 54 respondents, including 52 central reporters, the California Youth Authority, and 1 municipal agency. States with multiple reporters were Alabama (2) and California (2).

Federal parole as defined here includes supervised release, parole, military parole, special parole, and mandatory release.

The Bureau of Justice Statistics is the statistical agency of the U.S. Department of Justice. Jan M. Chaiken, Ph.D., is director.

BJS Bulletins present the first release of findings from permanent data collection programs such as the Probation and Parole Data Surveys.

Thomas P. Bonczar wrote this report with the assistance of Lauren E. Glaze while under the supervision of Allen J. Beck. The authors conducted the data collection. Todd D. Minton provided statistical verification. Tom Hester edited the report. Jayne Robinson administered final production.

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This report in portable document format and in ASCII, its tables, and related statistical data are available at the BJS World Wide Web Internet site:

<http://www.ojp.usdoj.gov/bjs/>