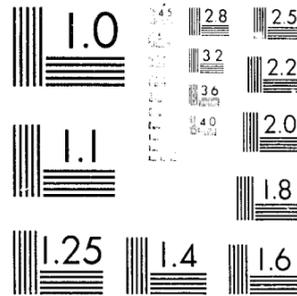


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# Federal Probation

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JUNE 1981

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All phases of preventive and correctional activities in delinquency and crime come within the fields of interest of FEDERAL PROBATION. The Quarterly wishes to share with its readers all constructively worthwhile points of view and welcomes the contributions of those engaged in the study of juvenile and adult offenders. Federal, state, and local organizations, institutions, and agencies—both public and private—are invited to submit any significant experience and findings related to the prevention and control of delinquency and crime.

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# Federal Probation

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## This Issue in Brief

*A Revisionist View of Prison Reform.*—According to Professor Hans Toch, the assumption that prisons are here to stay suggests new directions for prison reform. Among these is the amelioration of stress for those inmates who because of special susceptibilities and or placements in prison are disproportionately punished. A classification process that is attuned to inmate coping problems can make a considerable difference, he asserts. In addition, the constructive critic of prison life (as opposed to the nihilistic one) can help prison staff and their administrators run more humane institutions.

*A Positive Self-Image for Corrections.*—The tendency of corrections workers to be apologetic about their work has been a self-defeating characteristic for many years, writes Claude T. Mangrum of the San Bernardino County Probation Department. This tendency, he says, is the result of a poor self-image and it is high time corrections professionals acted to improve this image. The importance of a positive self-concept is discussed in his article.

*Changes in Prison and Parole Policies: How Should the Judge Respond?*—Anthony Partridge of the Federal Judicial Center reminds us that, although sentencing marks the end of a criminal proceeding in the trial court, a sentence of imprisonment is also the beginning of a process presided over by prison and parole authorities. To a substantial extent, the meaning of such a sentence is determined by these authorities. Their policies, therefore, have implications for the performance of the judicial role—both for the duty to select an appropriate sentence and for the duty to ensure procedural fairness.

*Federal Court Intervention in Pretrial Release: The Case for Nontraditional Adminis-*

*tration.*—One of the most unique and comprehensive class action suits involving a major jurisdiction in the United States (Houston, Texas) is the case of *Alberti v. Sheriff*. In December 1975 U. S. District Judge Carl Bue, Jr., issued a sweeping order directed at improving the operation of the pretrial release programs and streamlining other criminal justice procedures to relieve overcrowding and improve conditions of the county jail. This article, by Gerald R. Wheeler, director of Harris County Pretrial Services, describes the pretrial

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On the other hand, we may want to develop a strategy which in fact permits greater competition among illicit syndicates, yet minimizes the amount of internecine violence that occurs. That is, if we assume that an increase in competition reduces the ultimate price to the consumer (free enterprise system vs. monopoly), hence diminishing the incidence of predatory crimes in the community (e.g., narcotic addict who steals to fund a habit), we may wish to increase enforcement activity against those networks which are engaged in corrupt and/or violent activities to obtain dominance or control over a domain or market. Essentially, implicit in this strategy is a policy of administrative discretion.<sup>16</sup> Prioritizing criminal networks which display a proclivity toward violence and/or corruption would result in the allocation of resources toward those networks which are attempting to attain exclusive monopoly status. Hence those criminal networks which

are "servicing customers" irrespective of violence or corruption would be afforded a lesser priority enabling administrators to address the more serious problem.

There is, we believe a credible rationale for adopting this type of strategy, given the limitations and constraints of the criminal justice system.<sup>17</sup> The notion that we can eliminate the vices has outlived its usefulness as a viable enforcement strategy. Lacking societal support, an element which has historically been absent in our response to organized crime, we can hope to achieve nothing more than limited victories. Organized crime control policies must no longer be restricted to the rudimentary forms of analysis which have permeated past failures. We must look toward developing new methods and techniques of analysis, which permit us to gauge *with greater precision*, the manifest and latent consequences of our policies. The analysis of "gangland murders" can provide, if properly interpreted, law enforcement administrators with a valuable indicator in developing and assessing their organized crime control efforts.

<sup>16</sup>Kenneth Culp Davis, *Discretionary Justice: A Preliminary Inquiry*. Baton Rouge, Louisiana State University, 1969.  
<sup>17</sup>Justin J. Dintino and Frederick T. Martens, "Doing More With Less: Organized Crime Control in the Eighties," *Police Chief*, August 1980.

## Probation Caseload Management Programs: Prescriptions for Implementation

BY JAMES O. SULLIVAN, JR.

*Caseload Classification Coordinator, Connecticut Department of Adult Probation*

**A**DULT probation classification models and related automated caseload information systems have recently demonstrated a great deal of managerial utility as well as research potential.<sup>1</sup> The recent Connecticut program evaluation provides clear evidence that agencies pioneering in relatively sophisticated programs can realize substantial benefits by successfully integrating new caseload management technology into the fabric of standard agency policy.<sup>2</sup>

In spite of increasing national interest focusing on development and implementation of risk/needs classification and caseload management information systems and strong endorsements by virtually all the national correctional and criminal justice

institutions, probation administrators have generally remained hesitant to grasp and utilize existing caseload classification/management technology. The writer contends that two major and unrelated obstacles have accounted for this hesitancy. The first of these obstacles consists of the technical problems related to research and development of valid and functionally reliable risk predictive models. As a result of recent advancements, however, a choice of useful and promising classification models is now available. A second major obstacle justifiably anticipated by administrators is the broad spectrum of reorganizational problems and related managerial headaches encountered in the implementation of systematic caseload management programs.

This article presents and explores a series of managerial issues and organizational forces believed to contribute to program success. The fol-

<sup>1</sup>Connecticut Judicial Department, Office of Adult Probation, "Evaluation of Risk Screening in the Connecticut Office of Adult Probation" (National Institute of Corrections funded, unpublished program evaluation report, 1980).  
<sup>2</sup>*Ibid.*, pp. 94-99.

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lowing prescriptive format, intended to provide insight for the skillful coordination of these forces and issues, is based on the writer's more than 4 years' experience in Connecticut.

Three major assumptions underlie the prescriptive managerial recommendations to be presented:

(1) Contrary to the traditionally acceptable axiom stating that man is guided by reason and accordingly will utilize some *reasonable* combination of empirical-rational thought and self-interest in determining need for changes in behavior,<sup>3</sup> line and line management probation staff are *not* likely to appreciate the new project's utility and merit as a managerial tool. Concern for managerial utility and general organizational benefits is clearly superseded by staff's legitimate concerns regarding personal and parochial interests.

(2) Major reorganization, defined here as significant change close to the "operational heart" of the probation agency is required for implementation of programs involving supervision specialization, systematic caseload classification/management or establishment of caseload information systems. The more program related change required of probation staff in terms of revisions in routine duties and additional everyday activities, the more stress, resistance and hostility are likely to be produced. As reorganization affects basic and disruptive change in staff's routine activities and duties, successful implementation requires extensive planning, training and coordination designed to anticipate, understand and minimize staff's resistance to the change process.

(3) Success in program implementation is critically dependent upon the project coordinator's understanding and proper utilization of a series of dynamic organizational forces and managerial issues. A discussion of these forces and issues, which are entirely divorced from the project's real utility and conceptual merit, is the product of this article.

In an attempt to provide the reader with practical information and insight into these implementation issues each of seven prescriptions is presented and discussed individually.

#### *Solicit and Use Staff Input and Participation*

A process of participative planning and staff involvement is a highly desirable and important factor in the design and implementation of a new caseload classification project. At the point which

administration assumes a strong interest in or reaches a decision (or receives a mandate) to adopt or develop a classification program, a sizeable advisory committee should be formed immediately. This committee should include a representative cross section of agency staff, including line staff. The initial task of the committee is to identify and document basic and specific problems inherent in the existing probation supervision system. Through a careful prioritization of this personalized list of case management problems, e.g., unmanageably large caseloads, insufficient community-based resources, increasing use of probation by the courts for the supervision of high risk offenders, etc., the group can be expected to establish the need for changes and improvements. It is essential that the committee actively participates in the determination that sufficient need exists to *justify* a program of planned change. The committee must also take part in the formulation of specific and measurable caseload classification/management program objectives.

When the committee has identified existing problems, established the need for change, and developed a list of objectives for the new program, it is prepared to address the following questions: (1) whether to adopt an existing program with some minor modifications to meet agency guidelines and standards, or (2) whether to consider a more ambitious approach involving research and development of a unique and ideal system designed and tailored specifically for the needs and goals of the particular agency.

Following a great deal of research, debate, and advice, the committee must reach consensus concerning one general model or approach to caseload classification/management. At the point which this choice is made the initial and most important task of the advisory committee has been accomplished. However, the group should continue to convene periodically to provide input and feedback concerning key decisions, policy changes, and further developments and refinements.

The importance of line and middle management staff participation and investment in this initial stage of program planning cannot be overemphasized. This participative process, although painfully slower and considerably more demanding than the traditional unilateral (planned by management) technique, ensures that the new program will, in fact, address the real needs of the agency as perceived by staff. At the same time, the participative planning process functions to

gain the involvement and commitment of several key staff members during the early stages of conceptualization.

#### *Procure and Maximize Administrative Support*

Strong administrative support is an essential ingredient for successful program implementation, especially for controversial programs introducing substantial change. As probation staff are likely to be influenced by their perception of management's endorsement of the fledgling program, the program coordinator is likely to enhance the probability of program success by understanding and capitalizing on this factor.

Staff are acutely aware of the extent to which the agency's chief executive supports or does not support the new program. Staff tend to assess the director's enthusiasm concerning project prospects and potential in terms of the extent to which he is willing to participate and share in the risk taking involved in the implementation of the new program. A sharing of this risk is indicated by genuine interest, enthusiasm and support, whereas reduced ownership and delegation of responsibility to the program coordinator is quickly perceived by staff as weak or insincere endorsement. It is the coordinator's responsibility to introduce and discuss this issue with the director and other top administrators.

Procurement of upper and middle management support is critical. At some early point in the reorganizational process the project coordinator must be able to assist agency managers to internalize the new program as a positive strategy to achieve their perceived probation supervision goals for the agency. Managers also have a strong inclination to resist "newfangled" methods primarily due to the general disruption and new tasks they tend to create. Initially, managers will view the caseload management system as a superficial scientific adjunct to the "real operation" or mission of the agency. In order to "buy-in" and encourage managers to genuinely endorse the program, thereby positively influencing their own local staff, the program coordinator's effort is well invested in educating and "selling" this group at the planning stage *prior* to line staff orientation and program training.

Another factor which is judged in staff's assessment of administrative endorsement is the ability of the new program coordinator to engage the participation of management in effectively and fairly enforcing program related directives. In Connecticut a small minority of staff tested

management to learn the consequences of non-compliance with program directives. In a situation such as this the program coordinator must be able to detect noncompliance (such as failure to conduct thorough and accurate screenings) immediately. He must also be prepared to react quickly either through, or with the support and assistance of, local managers. It is essential to include middle managers in advance planning and preparation of action plans for this contingency during the planning and early implementation phase of the program. It is also extremely important that the project coordinator does not overreact to this initial "testing" behavior. Instead, he should consider this behavior as a normal reaction to change.

This "testing phenomenon" actually provides a positive byproduct as it enables the project coordinator to identify problem individuals and pockets of significant resistance early into the implementation phase of the program. The coordinator can then anticipate further testing and/or noncompliance from this same group immediately following the implementation of later program directives.

A final issue to be addressed as a component of administrative endorsement is staff's perception of the duration of the project. As reorganizational projects are often tied to finite terms of Federal financial assistance, staff may assume the new project is a temporary experiment, that possibly after the funding cycle has terminated the agency will revert to the "old way." This logic can result in behavior intended to humor the project coordinator with some minimal level of program compliance until the funding cycle is over and "the storm has passed." In order to avert this type of behavior it is upper management's responsibility to declare the utility and success of the project as an aid in the accomplishment of the agency's mission and to state definitively, as early as possible, that the project is "here to stay" regardless of the future availability of special financial assistance.

#### *Acknowledge and Attend to Staff Resistance*

Staff reaction to significant organizational change should be a critical consideration in the design and implementation of training for new probation programs. The degree to which staff perceive a new program as having impact on their daily routine and long established personal work habits appears directly related to the level of stress and resistance generated. Stress, fear, resentment and overt hostility generated by program

<sup>3</sup>Warren G. Bennis, Kenneth D. Benne, and Robert Chin, *The Planning of Change* (New York: Holt, Rinehart and Winston, Inc., 1969), p. 35.

related change provide significant obstructions to training and subsequent implementation.

Management and minimization of staff's resistance to change requires an understanding and acceptance of this natural reaction. Significant change in any human organization involves re-portionment of patterns of power, status, and values. Change, as required for the implementation of systematic caseload management programs, typically involves some risk and stress for most members of the organization.

As change pervades the organization some staff will benefit and others will lose. Essentially it is this required exposure and vulnerability to risk that staff fear and resent most. More specifically, some line staff fear that a personal inadequacy may be uncovered by the new more standardized system. Some line managers are threatened by the program coordinator's new role and status as "expert caseload manager." They are inclined to feel this role may detract from their current status or reflect unfavorably on their past performance. Others are resentful of the program's effect on centralizing and upgrading accountability for the case management function. Some staff are openly hostile concerning the paperwork requirements involved in risk screening and needs assessment functions. Other staff simply possess a generally low tolerance for any job related change. Essentially, the coordinator must be able to identify, understand, and work through several different sources of resistance in order to effectively reduce and overcome it.

Complicating this issue further is the fact that for various reasons many individuals are unwilling or unable to verbalize feelings of hostility and resentment with administrators and even with the project coordinator. More often staff are inclined to engage in an indirect strategy of passive resistance characterized by their failure to attend seriously during program training. Consequently, they can fail to learn functional details and may actually be *unable* to comply with project instructions and guidelines when implementation occurs. A major part of this problem is attributed to simple avoidance of what staff view as negative and disruptive change, similar to normal procrastination. A more problematic situation occurs, however, if staff are permitted to set up serious emotional blockages and thereby fail to internalize the basic objectives and strategies of the new program.

Staff resistance to program related change cannot be ignored, denied, or underestimated. The project coordinator or trainer must identify,

accept, and deal directly with stress and resistance in order to separate the underlying emotional issues from the pragmatic portion of the training curriculum. Anticipating and managing this issue of resistance as a legitimate component of training serves a two-fold purpose. First, training sessions can provide an ideal forum where the natural stress caused by change can be attended to, discussed and, in most cases, reduced. Initially, staff tend to feel that planners and coordinators are oblivious and insensitive to personal concerns and issues. The trainer/coordinator must make a special effort to explore and understand these emotionally charged issues and to admit openly that change does have some disruptive qualities and that it may also require some difficult trade-offs. Secondly, after the air has been cleared of these stress and resistance issues the group is better prepared to learn the skills and information required to implement the new program.

#### *Understand Line Perspectives*

A key component of the larger issue of staff resistance is staff's perception of the program's effect on standards and policies regulating job performance expectations. Although administrative and line program objectives for caseload management are relatively compatible, e.g., improved client services and more manageable and realistic officer workloads, one must anticipate substantial disagreement regarding the value and purpose of policies regulating classification and supervision *process* activities. Significant value discrepancies are likely to occur concerning strategies intended to upgrade and promote uniformity in these probation process activities. Standards regulating differential client supervision contact rates, risk screening interviewing quality, casenote recording and related casebook evaluation procedures are not easily accepted by line staff.

The administrative caseload management goal is to standardize process activities and improve accountability by means of a performance measurement strategy. This measurement strategy is expected to produce a performance increase in areas of substandard productivity and to thereby affect a general improvement in overall agency productivity. Line and line management staff are likely to perceive increased standardization and related performance guidelines primarily as an encroachment of their traditional power of discretion in these duties and as a methodology to upgrade and increase overall job performance standards. Although line and management share the expectation that systematic caseload man-

agement will, in fact, improve overall probation supervision effectiveness, a serious discrepancy develops, however, as management claims the *system itself* will contribute to better case management while staff are inclined to believe that *system demands for increased performance on their part* will contribute to this same desired end.

This problem was compounded in Connecticut by the 2-year formal evaluation process which required staff knowledge of classification and supervision process objectives (performance standards) and performance measures. Examples of process objectives included client contact frequency rates, mandatory supervision plans and contracts, and a time limit imposed for risk screening. Examples of performance measurement procedures included standardized quarterly casebook audits, risk screening reliability testing and closed case file data reviews. Probation staff quickly and understandably concluded that increased client contact objectives, related case-work audits and computerized client outcome rates were primarily intended to increase performance accountability rather than to achieve the original utilitarian program objectives. Some examples of line perspectives of project impact on increased performance expectations are as follows:

Some staff in Connecticut tended to view client contact standards as arbitrary and unrealistic administrative quotas rather than as performance goals or guidelines. These staff believed that local conditions and varying workload dictated reasonable performance and that any managerially derived objectives were entirely artificial. Uniform standards (which must be slightly high to be useful) could not always be maintained and, consequently, a good deal of stress and related resentment was generated from staff performing below the suggested guidelines.

Another significant group of staff claimed that uniform program standards and guidelines merely provided a formalized package describing standards and objectives which they had informally utilized for years. Consequently, they felt the program not only failed to provide a novel and useful approach to caseload management, but served only to introduce a demoralizing collection of unnecessary rules and regulations which actually reduced officer motivation and discouraged individual discretion and innovation.

Risk/needs assessment standardization and related guidelines and definitions, intended to promote casework uniformity, appear extremely threatening for individuals who are already painfully aware of their substandard performance or motivation. These individuals are likely to disguise this rational but revealing perception of the program by presenting any number of baffling or irrational diversionary arguments and complaints.

The scope and importance of this issue of conflicting perspectives regarding performance measurement and program evaluation cannot be overstated. *System evaluation* immediately translated into *personal job performance evaluation* in the ears of many probation staff. In order to deal with

this issue of conflicting perspectives, the program coordinator must first be aware that these conflicts do, in fact, exist. He must also be able to appreciate the viewpoint and understand the vulnerability of line staff. Most importantly, he must then deal with this conflict in an honest and open manner. In essence, systematic caseload management certainly does increase accountability by improving management's knowledge relative to individual job performance. However, system improvements are to be realized by focusing on individual areas of substandard productivity, rather than by demanding generally increased performance of all staff.

#### *Implement a Program Monitoring System*

Systematic program monitoring, designed to measure the extent of staff cooperation and compliance in the timely accomplishment of critical project tasks, is essential to ensure the initial implementation success of a new caseload management project. This point is of special importance for relatively large or statewide probation agencies such as Connecticut, where all line managers were not able to immediately internalize program goals during orientation and training. The project coordinator must be able to determine to what extent individual staff members are complying with key program directives, especially immediately following program startup.

As some "testing behavior" is to be expected the coordinator's task is to identify and correct this behavior as quickly as possible. Screening accountability may be built into a case classification program through use of a multicopy screening instrument. One copy of the completed intake screening form and later a discharge screening copy, is collected centrally and monitored by program staff.

Central collection and monitoring of screening data accomplishes three important purposes. First, the project manager can determine whether each user (probation officer) has conducted a screening for each new referral by comparing the number of completed screening forms with the number of new supervision referrals assigned for any given month. Later, at discharge from probation, client rescreening and reevaluation can be monitored in a similar fashion. Second, central collection enables the monitor to detect obvious errors and omissions. A quality control operation is unpopular with some staff but it functions to provide specific and immediate feedback to the screener (probation officer) concerning the source

of screening errors or omissions. Over a period of months, these first two operations communicate to staff the high priority assigned to timely and accurate risk/needs screening.

After some period of feedback, continued in-service training and possibly some situations requiring personal confrontations with staff on the part of the project coordinator, monitoring results will indicate stable and acceptable rates of quality and submission. At this point staff have learned the required screening skills and have fully integrated the screening task with routine duties. Consequently, the monitoring operation should be discontinued or delegated to local line supervisors.

The third and extremely significant advantage of central collection of screening data is that it facilitates easy access to this data for computer entry to facilitate various managerial, evaluative, and research studies.

#### *Build in Program Incentives for Staff*

The Connecticut experience strongly suggests that lofty and utilitarian program goals such as "improved probation supervision services" and "a more efficient agency function" do not provide sufficient motivation or incentive to overcome the disruptive effects of change. Real incentives responding directly and positively to blunt staff inquiries such as "What's in this for me?" must be considered and built into the caseload management program.

Obviously public sector incentives, especially financial incentives, are extremely difficult if not impossible to provide. However, useful incentives are available and the program coordinator's effort is well spent in identifying them and maximizing their utility.

Although a series of useful minor incentives, which are not discussed here, can be built into the program, two major and obvious incentives should be developed and utilized as "selling points" very early into the program. These incentives are supervision workload reduction for line staff and substantially improved managerial information for administrative planners and decisionmakers. In Connecticut, agency policy requiring little or no intervention for low risk supervision cases enabled officers to cut actively supervised caseloads by 22 percent and automated screening data processing enabled the program coordinator to provide comprehensive and detailed managerial reports describing client risk, characteristics and needs profiles for each of the agency's 29 field supervision teams.

Aside from the fact that these benefits are powerful "resistance reducers" and should be fully developed and utilized in promoting the program, it is also important for the program coordinator to clearly demonstrate the real and positive impact these benefits produce as quickly as possible following the point of program startup. For line staff this means providing immediate feedback in the form of graphs and charts dramatically depicting caseload and resultant workload reduction. Quick payoff from the managerial perspective can be achieved by producing a "Probationer Profile at Intake Report" as early as 6 months into the program, rather than waiting to produce a more comprehensive and refined annual report after 12 or more months. These real and immediate payoffs should be well documented and publicized as they are perhaps the program coordinator's most positive and powerful tools to reduce resistance and gain acceptance.

#### *Integrate the New Program With Agency Policy*

For various reasons discussed previously, staff, including management, tend initially to isolate new and controversial case management program policy from what they view as the traditional "nuts and bolts" policies of the probation supervision operation. In essence, however, the new policy is the "new set of nuts and bolts" and, accordingly, it is the coordinator's primary goal to enable staff to perceive policy as the official strategy by which the agency can achieve its supervision goals.

At some point in the project, agency staff should conduct an informal evaluation to decide whether the program has met its original administrative goals and at the same time, has satisfied line staff expectations. Approximately 6 months to 1 year into the program, ideally following publication of the first managerial report and documentation of significant workload reduction, a participative agency decision should be made concerning the merit and permanence of the program. If the decision is positive to continue the project, a formal memorandum indicating such from the chief executive should be distributed to all staff. This strategy serves to squelch rumors and feelings that the program is temporary or unsuccessful. It also provides a basis for agency policymakers to initiate the task of formally integrating program policy with basic agency policy. This task requires rewriting the entire chapter of the Operational Manual dealing with policies and guidelines for probation supervision. For agencies lacking an operational manual, a formal, detailed policy

statement will serve to designate and integrate the "new program" as official agency policy.

Revised policy accommodating and including caseload management guidelines and directives does represent clear evidence of implementation success, however, conclusive evidence of program success can only be obtained and documented through the formal evaluation process. It is important that program implementation success be measured in terms of staff's attitudinal acceptance and behavioral program compliance as well as in terms of achievement of goals and objectives pertaining to improvement in probation services.

#### *Summary*

The substantial benefits and utility of syste-

matic adult probation caseload management becomes increasingly obvious and more appealing as related technology improves and as agencies react to a national climate of frugality and shrinking correctional resources. Significant organizational change, however, as required for the implementation of these programs poses a number of interesting challenges. Consequently, basic managerial skills and a good deal of energy and commitment are needed to overcome the inertia of traditional probation methods and the friction of staff resistance. Hopefully, the prescriptive managerial recommendations presented here will provide encouragement and assistance for probation managers contemplating implementation of these much needed programs.

## Client Specific Planning\*

BY LEONARD N. BERMAN, PH.D., AND HERBERT J. HOELTER  
*National Center on Institutions and Alternatives, Washington, D. C.*

THE NEED for alternatives to incarceration which are realistically linked to the offense and the needs of the offender plus protective of the public safety is widely acknowledged by many criminal justice professionals. Hudson, Challen, and McLagan (1978) believed that "Intermediate types of sentences to probation and jail are urgently needed in the criminal courts." They suggested "offender restitution to crime victims can be used as an alternative type of sanction." Judge Dennis Challen (National Council on Crime and Delinquency, 1977) believed that "restitution is a way to right the wrong done to the victim and the community while also helping the offender to regain his self-esteem and community standing." Fisher (1975) included "physical restitution to society or the individual victim" as one of three elements included in "creative sentencing" techniques. He goes on to state that the court should have a "full panoply of remedies to admin-

ister . . . beyond the extremes of total institutional confinement and non-restrictive probation."

While restitution may take the form of monetary payment to the victim(s) and/or the community, it may also take the form of community service. Examples of the use of community service programs are found throughout the United States and in the world community. England uses community service orders whereby an offender is sentenced to a specified number of hours of unpaid work in community projects (National Council on Crime and Delinquency, 1978). Beha (1977) recognizing the relative newness of community sanctions, reported the enthusiasm exhibited by those participating in programs and "the ability to increase the available array of sentencing options." Brown ((1977) also viewed community service as a needed alternative to imprisonment:

Requiring probationers to work without pay for public or charitable agencies has a good effect on the probationers, supplies needed services for the agencies, makes probation more acceptable to the general public, gives the probation officer better control of the probationers, and justifies the placing of some persons on probation who otherwise would not be released.

Other alternatives such as day fines, programs of vocational and academic training (National Council on Crime and Delinquency, 1978), and even using the polygraph to monitor probationers

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**END**