# COMMUNITY CORRECTIONS

# **Community Corrections**

Marilyn D. McShane
California State University—San Bernardino

Wesley Krause
San Bernardino County Adult Probation

MACMILLAN PUBLISHING COMPANY NEW YORK Maxwell Macmillan Canada TORONTO Editor: Christine Cardone

Production Supervisor: Andrew Roney Production Manager: Nicholas Sklitsis

Cover illustration: © Westlight Stock Photography

This book was set in Aster and Helvetica by V&M Graphics and was printed and bound by R.R. Donnelley & Sons Company The cover was printed by Phoenix Color Corp.

Copyright © 1993 by Macmillan Publishing Company, a division of Macmillan, Inc.

PRINTED IN THE UNITED STATES OF AMERICA

All rights reserved. No part of this book may be reproduced or transmitted in any form or by any means, electronic or mechanical, including photocopying, recording, or any information storage and retrieval system, without permission in writing from the Publisher.

Macmillan Publishing Company 866 Third Avenue, New York, New York 10022

Macmillan Publishing Company is part of the Maxwell Communication Group of Companies.

Maxwell Macmillan Canada, Inc. 1200 Eglinton Avenue East Suite 200 Don Mills, Ontario M3C 3N1

> Library of Congress Cataloging-in-Publication Data McShane, Marilyn D., 1956-

Community corrections / Marilyn D. McShane, Wesley Krause.

p. cm.
 Includes bibliographical references (p. ) and indexes.

ISBN 0-02-379765-7 (paper)
1. Community-based corrections—United States. I. Krause,

Wesley. II. Title. HV9304.M37 1993 364.6'8—dc20

92-24 CIP To my husband and colleague Frank "Trey" Williams For all his patience and support

M.D.M.

To my sons Aaron and Brian

W.K.

### **Preface**

Today the myriad programs that fall under the wide umbrella of community corrections may seem confusing and unorganized. Each state, federal, and local jurisdiction has a unique approach to community corrections. The names of programs and their structural frameworks are as individual as the historical, social, and political events that shaped them. However, there are several key factors that make their analysis more meaningful. These include the program goals, the legal context of their operation, the administering agent, and the type of client serviced. These key concepts provide the framework for the journey of this text.

Often when the technical names and titles are put aside it is apparent that most programs have more in common than they do in contrast. Probation and parole are more similar than different and a meaningful exploration of them will bear this out. Likewise, probation and parole officers have characteristically similar roles. The theme of this work is to highlight those similarities through the common bond of community corrections.

Because of the varied approaches to community corrections across the country, the chapters of this text focus on general similarities and differences of programs and not on their technical names and structures. In the past, probation and parole represented the entire range of community corrections programs. In textbooks, they were often presented as two dichotomous entities. Students concentrated on memorizing the differences between them.

Today, some community corrections programs do not even use the terms probation and parole. In other areas, these two traditionally different services may be located in the same government agency. Probation, parole, and their descendant operations now borrow from the

same continuum of program components, namely, intensive supervision, restitution, electronic monitoring, and community service. In addition, these individual program components may serve as independent sanctions and as the means for diversion from the official criminal justice system.

#### **ORGANIZATION**

The text is divided into four sections. The first section consists of an overview of community corrections systems. Chapter 1 presents the philosophy and design of community corrections programs. Community-based punishments are contrasted with incarceration in terms of the goals, costs, and perceived benefits of each. Chapter 2 describes the full range of sentencing options available to the court. This section focuses on discretion and the process of decision making, particularly the role of the pre-sentence investigation. Chapter 3 describes the different structures of community corrections systems throughout the country.

The second section of the book deals with the actual community corrections programs available for adult offenders. Chapter 4 covers probation, its history, and current uses. Chapter 5 explains electronic monitoring and house arrest. Chapter 6 describes intensive supervision. Chapter 7 covers financial punishments and community service, which includes programs that administer restitution and fines. Chapter 8 discusses the decision to grant parole and Chapter 9 describes the readjustment of previously incarcerated offenders in the community after release.

The third section of the book focuses on the juvenile offender. Chapter 10 introduces the concept of diversion, the tradition of formal intervention, and the use of community corrections programs with juveniles today, which includes many of the same approaches used with adults, such as restitution, intensive supervision, and probation. However, more attention is paid to prevention in the juvenile population than in adults. Chapter 11 covers the history and current regulation of status offenders, including the runaway and the truant. Chapter 12 explores specific programming that has been historically significant as well as contemporary strategies for servicing juveniles in the community.

The fourth and final section deals with a number of people and process issues. Chapter 13 covers the official response to violations of community corrections contracts. Also included in this section is an overview of the legal challenges that have been raised against the required conditions of supervision. Chapter 14 explains the role of the community supervision officer. This chapter provides an in-depth look at probation and parole officers and the changing demands of the work environment. The material presented here is particularly useful for those criminal justice students who are considering a career in community corrections.

Chapter 15 highlights a variety of special needs populations under community supervision. These include the elderly, AIDS patients, the handicapped, the mentally ill, and the mentally retarded offenders as well as the many specific crime category offenders such as arsonists, shoplifters, and sex offenders. Today a large percentage of the supervised population of offenders falls into some special need category or some particular type of treatment group.

One of the largest groups of special needs offenders are those with histories of substance abuse. Chapter 16 explores the range of treatment approaches to drug and alcohol abuse and the types of programs that have been developed in these areas.

The final chapter, Chapter 17, is devoted to exploring research issues in community corrections. The most useful designs for research studies are covered as well as the ethical issues involved in conducting research. The purpose of evaluating programs and the most appropriate methods for doing so are also explained. The application of research results to program evaluation and policy formation is often neglected in other texts. Although each chapter of this work addresses the research that has been conducted to date, this last chapter synthesizes the role of research in community corrections programming.

#### SPECIAL FEATURES

Each chapter begins with a short statement of purpose and a list of learning objectives. A general summary concludes each chapter and key terms introduced are highlighted. Practice in forming decisions and opinions about these topics as well as listening to others respond to them is valuable in building professional character. The ability to formulate opinions about the various moral and ethical issues involved in corrections should be considered part of the student's basic education. Discussion questions are provided to help stimulate thought about some of the moral and ethical dilemmas that underlie programming of this nature.

A wide range of perspectives, from historical to political, sociological, economic, and legal, are considered. Each sentencing alternative is accompanied by the classic and most current research findings on the subject. References are provided so that these studies can be obtained from the library and explored more fully.

#### **ACKNOWLEDGMENTS**

The authors gratefully acknowledge the guidance and assistance of many professional friends and colleagues. These include the reviews and suggestions of Robert Bing III, University of Missouri, St. Louis; J. Randy Farrar, Federal District Court of Appeals, Tyler, Texas; Mary Parker, University of Arkansas, Little Rock; Dale Sechrest and Frank P. Williams, California State University, San Bernardino; and Joseph Vaughn, Central Missouri State University, Warrensburg, Missouri. We would also like to personally thank our editor, Christine Cardone, and her staff for all their help and encouragement.

For contributions of information and materials we thank Joyce Frevert, Gary Paytas, Betsy Platt, Gerald Boatman, P. Joseph Lenz, Dr. Paul Boccumini and Wilmer Lusk of the San Bernardino County Probation Department. Also, we thank Sue Pautler, Federal Probation Officer, Lizbeth Benner-Wick, Parole Agent, California Department of Corrections, and James Peters, Supervisor, Nevada Parole and Probation.

Finally, we would like to express our gratitude to the following reviewers who provided valuable advice and assistance: Stan Stojkovic, University of Wisconsin-Milwaukee; Ellen F. Van Valkenburgh, Jamestown Community College; Anna V. Wilson, Eastern Kentucky University; Mary L. Parker, University of Arkansas-Little Rock; William E. Osterhoff, Auburn University-Montgomery; Robert L. Bing III, University of Texas-Arlington; J. Steven Smith, Ball State University; and Michael T. Petrik, Nassau Community College.

## **Contents**

The Theory and Structure of Community Sentences		
CHAPTER 1.		
An Overvi	ew of Community Corrections	3
	Introduction	4
	<b>Defining Community Corrections</b>	4
	Punishment and Corrections	5
	Reform within the Institution	8
	Community Corrections	9
	The Community and the Promise of Rehabilitation	10
	Asset Forfeiture: Retribution, Deterrence, or Profit-	
	making Scheme	14
	The Nature of Community Corrections	16
	Pretrial Release Programs 16	
	Informal Justice Programs 17	
	Community Corrections Programs 21	
	Summary	22
	Key Terms	23
	Discussing Questions	23
	End Notes	24

CHAPTER 2.		25
Sentencing O	ptions	27
	Introduction	28
	The Role of Discretion	31
	Studies of Discretion in Sentencing	31
	The Shift Toward Determinate Sentencing Strategies	33
	Other Sentencing Trends	35
	Levels of Sanctions	37
	The Presentence Investigation  Confidentiality and the Contents of the PSI Residents 40	38
	Other Relevant Sentencing Variables	42
	The Goal of Alternative Sentences	42
	Considering the Cost of Punishments	43
	Advantages of Community Sentencing	44
	Ironies of Community Corrections	46
	Summary	48
	Cases	49
	Key Terms	49
	Discussion Questions	49
	End Notes	49
CHAPTER 3.  Organization	and Function of Community Corrections	53
	Introduction	54
	Who Is Involved in Community Corrections	55
	Residents 55	
	Volunteer Groups 55	
	Civic Organizations and Leaders 56	
	Local Law Enforcement Agents 56	
	Churches 56	
	Colleges and Universities 58 Businesses and Corporations 58	
	The Media 59	
	Landlords 59	
	Working Together for Community Corrections Goals	59
	The Role of the Legislature 60	
	The Role of the Chief Executive 60	
	The Role of the Courts 61	
	Organization and Structure of Community Corrections Programs  Adult Parole 65	61
	The Parole Board or Parole Commission 66	
	Juvenile Parole 66	

	Contents	XIII
Adult and Juvenile Probation 66		
New Trends in the Organization of Con	mmunity	
Corrections Agencies		68
March and Tourish and Tourish and the second and th	-	71
Community Supervision in Rural Areas	•	72
Subsidy Programs	· 0 · D	
Standards for the Operation of Commu	inity Corrections Programs	74
Interstate Compacts	••	77
Advantages of the Interstate Compact	80	
Disadvantages of the Interstate Compa	ct 81	
Summary		81
Key Terms		82
Discussion Questions		82
End Notes		82
PART II.		
		0=
Adult Community Corrections Programme	rams	85
CHAPTER 4.		
Incarceration Alternatives		87
Introduction		88
Alternative Sentences: Probation		88
Federal Probation 90		00
The Development of a Professional Pro	bation Staff 91	
Early Criticisms of Probation 91	oution stay,	
The Controversy over Success 91		
The Goals of Probation 92		
The Legal Basis of Probation 93		
Typical Probation Contracts 93		
The Use of Probation Today 95		
	96	
The Development of Classification Syst	ems 97	
Caseload Sizes 103		
Size of the Probation Population 10	6	
Profile of Probationers 107		
Cost of Probation 108		
Research on the Effectiveness of Probat	tion 108	
The Pitfalls of Probation: A Warning	110	
Summary		110
Cases		111
Key Terms		111
Discussion Questions		112

CH	AP	TE	R	5.

chapter 5. <b>House Arre</b>	est and Electronic Monitoring	115
	Introduction	116
	Levels of Home Confinement	116
	Florida's House Arrest Program	117
	The Use of Electronic Monitoring	117
	Electronic Monitoring Equipment	118
	The Electronically Monitored Population	122
	Characteristics of the Electronic Monitoring Sentence	125
	Constitutional Issues in the Use of Electronic Surveillance	126
	Advantages of Electronically Monitored Home Confinement	129
	Criticisms of Electronically Monitored Home Confinement	131
	Measuring the Success of Electronic Monitoring	136
	The Marketing of Electronic Monitoring Technology The Future of Electronically Monitored Home	138
	Confinement	138
	Summary	142
	Cases	144
	Key Terms	144
	Discussion Questions	145
	End Notes	145
chapter 6. <b>Intensive S</b>	upervision	149
	Introduction	150
	Characteristics of Intensive Supervision Programs	150
	Development of Intensive Supervision Programs	153
	Developing a Model of Intensive Supervision Programs  The New Jersey Model 157  The Georgia Model 158	157
	A Model for Juvenile Intensive Supervision 159	
	Examining Other Intensive Supervision Programs 160	1/2
	Results of Intensive Supervision Programs	162
	Research Findings on Intensive Supervision Programs  Effects of Caseload Size and Number of Contacts 165	163
	Summary -	144
	Discussion Questions	166
	Key Terms	168
	End Notes	168
		168

Contents xv

CHAPTER 7.		
Communit	y Service and Economic Sanctions	171
	Introduction	172
	Economic Sanctions	172
	Restitution	174
	Community Service Sentences	182
	The Origin of Community Service Sentences 182	
	Defining the Scope of Community Service 183	
	Issues in the Administration of Community Service	
	Sentences 184	
	The Benefits of Community Service 188	400
	Fines	189
	Setting Fines 190	
	Court Decisions on the Use of Fines 190	
	Controversy Over the Role of Fines 193 Current Administration of Fines 195	
	Improving Collection of Fines 196	
	Success of Economic and Community Service	
	Sanctions 198	
	When Alternative Sentences Fail 199	
	Summary	199
	Cases	200
	Key Terms	200
	Discussion Questions	201
	End Notes	201
CHAPTER 8.		205
Bridging P	rograms	205
	Introduction	206
	Bridging	206
	Furloughs 207	
	Community Corrections Centers 211	
	Parole 211	
	Halfway Houses 230	
	Barriers to the Integration of the Ex-offender	236
	Forfeiture of Citizenship Privileges 236	
	Stigma as a Social Reaction to Ex-offenders 236	
	Barriers to Employment 237	220
	Services to Meet the Needs of Ex-offenders	238
	Personal Development and Family Needs	240

xvi	Contents

	The Success of Bridging Programs	241
	The Media and Ex-offenders	242
	Summary	244
	Cases	245
	Key Terms	245
	Discussion Questions	245
	End Notes	246
PART III.		
Juvenile Co	mmunity Corrections Programs	251
CHAPTER 9.		
The Juvenile	and Alternative Sentences	253
	Introduction	254
	The Concept of Juvenile Diversion	255
	Disadvantages of Diversion	255
	Juvenile Diversion Programs	256
	History of Formal Intervention with Juveniles  Negative Influence of the Neighborhoods 260  Courts and the Treatment of Delinquency 261	258
	Legal Differences between Adults and Juveniles	
	Today	264
	Profile of Juvenile Delinquents Today	266
	Juvenile Probation	266
	Predicting Success in Juvenile Probation 271 Intensive Supervision Probation for Juveniles 272	
	Juvenile Restitution Programs 273	
	Other Sanctions for Delinquents	273
	Delinquency Prevention	274
	Summary	275
	Cases	276
	Key Terms	277
	Discussion Questions	277
	End Notes	277
CHAPTER 10.		
	spectives on the Status Offenders	281
	Introduction	282

	Contents	xvi
	Historical Background on Status Offenders Intervention 282 Theories of Delinquency and the Movement for Nonintervention 283 Stigma 284 Other Influences on the Reform of the Juvenile Justice System 285 The 1974 Juvenile Justice and Delinquency Prevention	282
	Act 286  Sexism and the Treatment of Status Offenders  The Decision to Use the Criminal Justice System 287  Concerning Services Available 288	287
	Status Offenders Today	288
	The Runaway	290
	The Runaway as a Victim of Abuse 293	
	Truancy	295
	Programs for Status Offenders	297
	Summary	298
	Key Terms	299
	Discussion Questions	299
	Case End Notes	299
t u		299
CHAPTER 11.  Programming Offenders	Experiments for Juvenile	202
Onenders		303
	Introduction	304
	Some Historically Significant Programs The Provo Experiment 305 The Silverlake Experiment 306 VisionQuest 307 Scared Straight 309 JOLT 310 Squires 311 Rahway Today—Scared Rap 311	304
	Prevention Programs	311
	Education Programs -	315
	Wilderness or Challenge Programs The Success of Wilderness Programs 320	316
	Aftercare	321

xviii	Contents

The Key Program 322	
Foster Care	324
Counseling Programs	326
Analyzing and Evaluating Program	
Components	327
Characteristics of Successful Programs 328	02.
Summary	331
Discussion Questions	332
Key Terms	332
End Notes	333
PART IV.	
The People and the Process	335
CHAPTER 12.	
Legal Issues in Community Corrections	337
Introduction	338
The Decision to Revoke	340
The Legal Requirements of Contract Conditions	343
Drug Testing	346
The Constitutionality of Home Searches	349
The Polygraph	350
Questioning Other Contract Conditions	350
Probation Revocation	354
Parole Revocation	355
Parole Revocation Hearings 356	
Revocations Within the Federal System	358
Revocation Statistics	359
Absconding from Supervision	362
Analysis of Probation and Parole Revocations	362
Summary	363
Cases	363
Key Terms	364
End Notes	365
CHAPTER 13.	
The Community Supervision Professional	367
Introduction: The Role of the Community Supervision Worker Officer Typologies	368 369

Contents	xix
The Controversy Over Weapons	374
Typologies of the Future	376
Legal Liabilities	378
The Good Faith Defense 379	
Third Party Liability 380	
The Career Ladder in Community Corrections	382
Issues of Gender	385
The Perception of Women as Difficult Clients 386	
Community Supervision Officers as Victims	387
Officer Burnout	389
Preventing Burnout and Increasing Job Satisfaction	390
The Use of Volunteers	391
The Use of Ex-offenders in Community Corrections	394
Reserve Probation Officers	394
The Future of the Community Supervision Role	395
Summary	396
Cases	397
Key Terms	397
Discussion Questions	397
End Notes	398
CHAPTER 14.	
Managing the Client with Special Needs	401
Introduction	402
The Mentally Ill Client	402
Mentally Retarded and Learning-Disabled Clients	405
Substance-Abusing Offenders	406
Substance Abuse and Crime 407	400
Identification of Drug-abusing Offenders 411	
DUI and Enforcement Programs 412	
Punishment versus Treatment 413	
Treatment for Drug and Alcohol Abuse 413	
AIDS Patients	421
The Controversy Over Disclosure 424	
Older Offenders	426
Offense-Specific Programming	427
Sex Offenders 428	
Programs for Arsonists and Firesetters 433	
Programs for Shoplifters 434	
Summary	436
Key Terms	437