



Promoting Partnerships between Police and Community Supervision Agencies

How Coordination Can Reduce Crime
and Improve Public Safety

by Jesse Jannetta and Pamela Lachman



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Dear Colleagues,

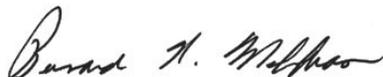
Prisoner reentry is a topic of increasing concern to law enforcement agencies across the nation. As more people are being released from prison each year and returning to a limited number of neighborhoods, the fear of risks to public safety rises. Without proper aftercare treatment, reentry preparation, and support for behavior change, it is difficult for a probationer/parolee to succeed.

Community policing, as it applies to prisoner reentry, promotes numerous ways in which law enforcement can form partnerships with community supervision agencies to reduce recidivism and benefit the community. With help from these partnerships, the probationer/parolee may feel more connected to the community by being given an opportunity to succeed rather than recidivate. Also, the community can feel safer with the knowledge that the probationer/parolee will be less likely to commit additional crimes due to the close supervision of the partnering agencies that are in communication with each other. Additionally, the community benefits financially, as recidivism is costly—successful reentry saves the community money with a reduction in incarceration and court costs.

This guidebook is intended for all levels of police and community supervision personnel. It describes not only how law enforcement and community supervision agencies build partnerships to enhance public safety but also why they should be interested in developing these partnerships—explaining the benefits as well as what each partner can contribute. It examines the key elements of partnerships and identifies the challenges that both agencies might encounter in a partnership. Throughout the guidebook, examples of partnerships are provided to offer tangible illustrations of how police/community supervision collaboration can be structured.

I consider *Promoting Partnerships between Police and Community Supervision Agencies: How Coordination Can Reduce Crime and Improve Public Safety* a must read for law enforcement and community supervision personnel. By combining reentry preparation and case planning, and supporting behavior change, partnerships between agencies offer the elements necessary to facilitate probationer and parolee success. I know that you will find this publication extremely useful and encourage you to continue finding common ground, combining strengths and ideas, and positively impacting your communities.

Sincerely,



Bernard K. Melekian, Director
Office of Community Oriented Policing Services

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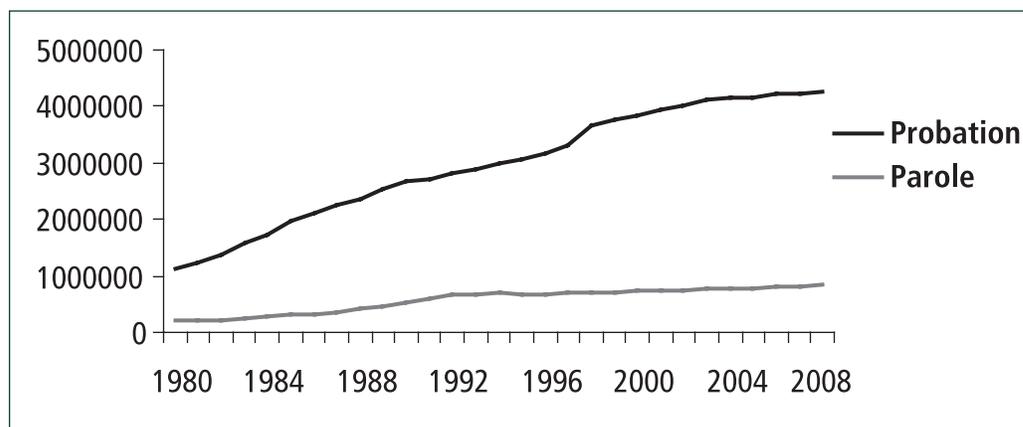
Finally, we would like to thank the three anonymous peer reviewers who reviewed the final draft version of this guidebook. Each reviewer provided valuable suggestions for improving the guidebook content, and helped us create a better final product. Any remaining errors should be attributed to the authors.

Introduction

The past two decades have witnessed a period of revitalization for the field of law enforcement, marked by the emergence of a new paradigm of policing that embraces data-driven decision-making, emphasizes partnerships with the community, and underscores the belief that policing can be effective in making neighborhoods safer. During the same period, community supervision agencies have experienced a parallel shift in focus and philosophy, suggesting the potential for such agencies to enhance their role in improving public safety (Jannetta et al. 2009).

The reenergizing of community supervision could not come at a more opportune time because it is needed to meet the challenges of the tremendous volume of people sentenced to probation or returning from prison. At any given time, 4.2 million adults are on probation supervision in the United States.¹ Approximately 735,000 prisoners are released from state and federal prisons annually, and more than 500,000 are released to parole supervision (Sabol et al. 2009; Glaze and Bonczar 2009). Adjudicated juveniles place an additional strain on community supervision agencies because approximately 42 percent of all petitioned cases result in an order of probation supervision (Puzzanchera et al. 2010). Moreover, 47,000 individuals (39,100 probationers and 7,900 parolees) were under community supervision in tribal areas in 2008, equaling a 7.9 percent increase from 2007 (Minton 2009).

Figure 1: Probationers and Parolees under Supervision, 1980–2008



Source: Glaze, Minton, and West 2009

¹ In addition, 3,233 probationers were also under parole supervision in 2008 (Glaze and Bonczar 2009).

What is Community Supervision?

Supervision agencies include both probation and parole. In most states, probation supervises individuals who have received community supervision in addition to or in lieu of an incarceration sentence, while parole supervises offenders who have been released from prison. More than half of the probation agencies in the United States also supervise individuals released from jail pending trial. Probation and parole agencies' responsibilities generally fall into three categories: intervention, surveillance, and enforcement. Intervention requires providing probationers and parolees with access to treatment and other services that bring about behavior change. Surveillance involves monitoring the environment around and behavior of supervisees, and enforcement entails holding supervisees accountable for their actions (Thornton et al. 2006). However, the structure of community supervision agencies varies across the country; some states have unified community corrections systems where probation and parole together supervise all individuals in the community.

The potential impact that these supervisees² have on public safety is undeniable: over two-thirds of released adult prisoners are arrested for a new crime within three years of release (Langan and Levin 2002). While supervised populations may pose significant challenges for police and community supervision agencies, a partnership between the two can help them improve public safety. A community policing orientation, with a focus on building partnerships and engaging in problem-solving efforts to address crime, social disorder, and the fear of crime proactively, provides a strong foundation for collaboration between police and community supervision agencies. The two are allies and partners in the work of reintegrating parolees into their communities and managing probationers so that they refrain from criminal activity.

Each agency can bring its skills, competencies, resources, and knowledge to a partnership. Police understand crime prevention and neighborhood dynamics; this knowledge can be valuable to community supervision agencies as they shift their focus toward preventing supervisees from committing a violation of their probation or parole conditions (as opposed to simply responding to violations once they occur). In turn, community supervision agencies know their supervisees, including the risks they present, potential triggers to reoffending, and interventions necessary to keep them in compliance. Building on the distinct strengths of both police and community supervision agencies, such partnerships can aid in the prevention of crime and enhance public safety.

This guidebook is intended for all levels of police and community supervision personnel, as agency executives, supervisors, and line officers all have an opportunity to contribute to and benefit from partnering. The first section of this guidebook discusses why police and community supervision agencies should be interested in developing partnerships and what each partner can contribute to them. The second section discusses the key elements of partnership, specifically intelligence and information sharing, case planning and supporting behavior change, problem-solving approaches, targeted interventions for special populations, and focused deterrence efforts.

² In this document, we refer to the general term “supervisees” to encompass all individuals who are being supervised by either a probation or parole officer in the community.

Research Methodology

The information in this guidebook is compiled from multiple sources. Project researchers extensively reviewed the literature on this topic and conducted focus groups of police and community supervision personnel in three states: Colorado, Rhode Island, and Virginia. These jurisdictions were chosen based on the diversity of their location, the structure of their supervision system, and their experience with partnership. The authors also conducted a web-based survey of the American Probation and Parole Association's (APPA) contact database to learn about the prevalence of various types of police/supervision partnerships and the benefits and challenges related to them. This research work verifies that many such partnerships exist, that they are varied, and that participants from both types of agencies value them considerably.

Throughout the guidebook, examples of partnerships in the field are provided to offer tangible illustrations of how police/community supervision collaboration can be structured. While many of these examples focus on urban areas, the principles discussed throughout this guidebook are equally relevant for police and supervision agencies in rural areas where large agency boundaries can pose significant challenges for supervising probationers and parolees. These challenges only increase the need for interagency coordination and partnerships.

Partnership Benefits

More than five million adults are under community supervision across the United States (Glaze and Bonczar 2009). Law enforcement, supervision, and community resources are all limited in their capacity to address the challenges that accompany criminal justice-involved populations supervised in the community. While incarcerating noncompliant supervisees is an option available in managing their potential risk, jail and prison beds are a limited and expensive resource. Partnerships between police and supervision agencies aid each entity in maximizing its ability to manage probationers and parolees in the community in a way that maintains public safety and community well-being.

Broadly speaking, these partnerships can achieve improved public safety results in four ways: facilitating supervisee success, intervening to interrupt criminogenic behavior, quickly responding to supervisees' failure, and addressing community-level crime problems.

First, police and supervision agencies can partner to facilitate supervisee success. Probationers and parolees are more likely to be successful if they can acquire stable housing and employment, abstain from drug and alcohol use, and engage in pro-social activities; e.g., attending school, after-school programs, and church (Reentry Policy Council 2005). Police and supervision officers have only so much attention they can devote to monitoring the activities of supervisees, and, as such, the officers benefit if a larger share of probationers and parolees are doing well because it allows the agencies to devote more attention to those supervisees who are at greater risk of engaging in criminal activity. Reentry preparation, case planning, and support for behavior change together represent a key partnership element necessary to facilitate probationer and parolee success.

Second, partnership helps police and community supervision agencies intervene to interrupt criminogenic behaviors. Many probationers and parolees have identifiable behaviors (e.g., failed drug tests, broken curfews) that, while perhaps not particularly problematic in isolation, may lead to serious criminal activity if left unchecked. For example, a parolee who has previously committed burglaries to support a drug habit might return to drug use. Working together, police and community supervision officers are better able to discover problematic behaviors, communicate key information about them to each other (and to additional community partners, such as mental health professionals), and engage in a coordinated response to address them.

Third, police and supervision agencies, as partners, improve their ability to respond quickly to failure. Unfortunately, some probationers and parolees resume criminal activities despite the best efforts of those committed to their rehabilitation. As with intervening to interrupt criminogenic behaviors, joint efforts in the discovery of criminal activity and clear communication regarding a collaborative response to such acts are key. In this situation, holding such supervisees accountable and preventing further harm likely requires removing them from the community, but this is necessary to protect public safety.

While the above three strategies detail how partnership can create safer communities by focusing on the success or failure of individual supervisees, police and supervision agencies can also work together in a fourth way—addressing community-level crime problems. Many of the most vexing crime issues facing communities, such as gang activity or overt drug markets, are group activities involving parolees, probationers, and many others who are not under supervision. Effectively addressing these problems usually requires a multifaceted strategy that operates on numerous fronts. Partnerships between police and community supervision agencies are necessary to devise and carry out such strategies.

The positive impacts of these partnerships are realized at multiple levels. Successful probationers and parolees, along with community residents who might have become victims in the absence of the partnerships, benefit directly. If supervisees desist from crime, the benefits also extend in very direct ways to their families, employers, and neighbors. At the community level, partnership can produce many positive effects by better reintegrating probationers and parolees, diverting them from further criminal justice involvement, and developing swift and certain responses to supervisees who do not refrain from crime.

Partnerships between police and community supervision agencies also create opportunities to leverage additional resources. This can take the form of financial resources, as grants applied for collaboratively are often more attractive to funders than requests from single agencies. Each partner also brings its external relationships with other agencies (e.g., service providers) who can become engaged in the joint effort. As the partnership examples in this guide indicate, stakeholders beyond law enforcement and community supervision are almost always involved in such partnerships—much to the betterment of the collaborative effort.

As a final benefit, police and supervision personnel participating in partnerships find they are better able to do their work because they can draw on the assistance, information, expertise, and operational capacities of their partner agency. This is true at all agency levels: line officers gain new resources and information to address their day-to-day public safety work; mid-level managers can undertake more comprehensive strategic efforts to address community crime issues; and agency heads are better able to deliver on the public-safety missions for which they are accountable. When such partnerships are well designed and operating at a high level, the greatest benefit to those involved may be the knowledge that they are effectively addressing some of the most difficult public-safety challenges in their communities.

Partnership Contributions

Partnership between police and community supervision agencies allows each entity to be more effective because joint efforts can draw upon unique professional skills, knowledge, training, and missions. Developing the most effective partnership requires clarity regarding the roles of each partner, a clear sense of what each brings to the table, and an appreciation for the challenges they face. In the community policing context, developing responses to crime problems is guided by the Problem Analysis Triangle, which illustrates how offender, place, and target/victim interact to result in crime (see Figure 2). The relationships of the inner elements of the Problem Analysis Triangle (offender, place, and target/victim) to potential crimes are moderated by the “controllers” in the outer layer of the triangle (handler, manager, and guardian) (Clarke and Eck 2005). Police are among the key guardians, and probation and parole are important managers and handlers of potential offenders. Ideally, partnership allows each to play those roles more effectively.

Figure 2: Problem Analysis Triangle



Source: Clarke and Eck 2005

The ongoing shift among community supervision agencies to return to a greater focus on changing behavior to reduce recidivism (as opposed to simply responding to violations once they occur) is similar to the earlier move in policing toward the proactive problem-solving community policing orientation (Cullen, Eck, and Lowenkamp 2002). Working together, police and community supervision agencies have the potential to reinforce these orientations in both types of partner agencies, contributing to more effective crime control and prevention activities. The following section lays out the contributions that all levels of police and community supervision personnel can make toward a productive collaboration.

Police Contributions

While both police and community supervision agencies aim to improve public safety through their focus on crime at the center of the Problem Analysis Triangle, their efforts focus in distinctly different areas. Community supervision officers in their role as handlers work with probationers and parolees and handle crime and other problems as they relate to supervisee compliance. Police officers in their role as guardians address crime and disorder issues in a broader community context, attending not only to individual offenders and offenses but also to the places and contexts that give rise to crime. This difference in approach has implications for the informational, strategic, and operational resources that police agencies bring to partnerships with community supervision agencies. These contributions also vary across levels of police agencies (patrol officers and detectives; commanders and precinct heads; and chiefs and deputies) with officers at each level offering a distinct perspective. In recognition of this, each organizational level is discussed separately below.

Patrol Officers and Detectives

Patrol officers have a number of skills from which community supervision agencies can benefit. They have also developed patrol strategies that can be useful for improving surveillance and monitoring supervisees (Parent and Snyder 1999). Patrolling, particularly when conducted in smaller, neighborhood-based areas (as opposed to large police districts), results in contact with supervisees and important members of their social networks (e.g., family, employers, criminal associates) in the area (La Vigne et al. 2006). Geographic patrolling also enables officers to develop intimate knowledge of the dynamics of the neighborhoods in which supervisees reside. This affords the opportunity for a greater sense of criminal and juvenile justice system “street presence” in the minds of probationers and parolees than could be accomplished by supervision officers on their own. Moreover, patrol officers with strong ties to the community have better and more timely information to exchange with supervision officers. This intelligence can be extremely valuable, particularly in jurisdictions where supervision agencies are not neighborhood-based or in which many supervisees interact with their supervision officers only in parole or probation offices, a situation referred to in the probation context as “fortress probation” (Thornton et al. 2006).

Patrol officers can work with community supervision agencies to identify behavior among parolees that could lead them to commit crimes, and with this knowledge the partnership can intervene before the supervisees actually recidivate. In doing so, the police can prevent crime (in addition to violations) from occurring (Murphy and Lutze 2009). They may also be able to contribute valuable information about probationer and parolee behavior based on their experience with working in the community (La Vigne et al. 2006; COPS Office 2009). Officers may know which family members or friends represent positive influences for supervisees and which people might lead them astray; this information can help probation and parole proactively intervene and keep their supervisees compliant with the conditions of their supervision. An example of this close communication and coordination between police and parole officers is shown in Partnership Example One on page 10.

Partnership Example One

The Redlands Police and Corrections Team (PACT)

The Redlands Police and Corrections Team (PACT) is a partnership between police and parole officers in Redlands, California. Though there are PACTs in jurisdictions throughout California, the Redlands partnership is notably more comprehensive. For instance, it requires parolees to attend a mandatory weekly check-in at a PACT facility with their parole officer unless they are employed full-time or are full-time students (other jurisdictions in California do this only twice per quarter). These meetings encourage compliance and good behavior among parolees because the better parolees do, the less frequently they have to attend. At the PACT facility, parolees can access resources like assistance in getting a social security card, writing a resume, helping families (e.g., getting clothing and groceries), and finding transportation (PACT gives parolees bicycles). PACT also uses community sanctions on weekends (e.g., cleaning an alley or removing graffiti) as alternatives to incarceration for technical violations; this not only allows individuals to keep their jobs but also helps improve the community's perception of people on parole.

KEY ELEMENTS OF PARTNERSHIP: Intelligence and information sharing, case planning, and behavior-change support

LAW ENFORCEMENT ROLE: The Redlands Police Department has a liaison officer (see Appendix D for job description) assigned to the partnership to facilitate communication between the parole agency and the Redlands PD. The liaison does case conferences with parole officers to discuss parolees and share relevant information from the law enforcement perspective. The liaison also assists parole officers in conducting searches for and locating absconders, but this position's primary responsibilities are working with parolees and their families, finding solutions to their reentry obstacles, and assisting them in successfully reentering society without resorting to criminal behaviors. In addition, the Redlands PD Drug Court Unit is co-located with PACT because of the similarities between the clients and the work of the two agencies.

COMMUNITY SUPERVISION ROLE: The Redlands PD sends its officers for training to the relevant California Department of Adult Parole Operations (DAPO) in Sacramento. While police officers are in the academy, they have to spend a day in the PACT office so they can learn about the parole system and procedures in the department. During training, the DAPO makes a significant effort to focus on the rehabilitative side of parole, not only the supervision and monitoring elements, so that police officers are aware of all aspects of community supervision.

PARTNERSHIP MEMBERS: The Redlands Police Department, the California Department of Corrections and Rehabilitation, the San Bernardino County Probation Department, the Redlands Drug Court, the Cops and Clergy Network, Step By Step (a community reentry coalition), Pathway Church, Deseret Industries, and a wide variety of community groups

WEBSITE: www.redlandspolice.org

SOURCES: Starr 2009; La Vigne et al. 2006

Patrol officers can incorporate joint operations with supervision officers into their activities. Police officers can take probation and parole officers on ride-alongs and join supervision officers on their home visits. While these activities may be time consuming for both officers, they can reinforce probationer and parolee compliance. Joint home visits can also show people in the community that the police and community supervision officers communicate and cooperate with one another. In addition, if supervision officers want to check on a supervisee they believe to be dangerous, they can bring the police with them for protection.

Partnership Contributions

The presence of police officers enables probation and parole officers to check on high-risk supervisees routinely. This added protection may keep them out of harm's way.

These types of joint operations enable police officers to communicate relevant neighborhood-based information on a real-time basis and learn more about the probationers and parolees present in their patrol areas. The information from the police helps community supervision officers learn more about the neighborhoods in which their supervisees live, which in turn helps them oversee their caseloads better. In Knoxville, Tennessee, police officers are crucial elements of the Public Safety Collaborative, a jurisdiction-wide information- and intelligence-sharing partnership:

Partnership Example Two The Knoxville Public Safety Collaborative

The Knoxville Public Safety Collaborative was initiated by the Knoxville Police Department and the Tennessee Board of Probation and Parole in 1995. The partnership arose from the community's frustration with repeat offenders and the threat they posed to public safety. The local police and community supervision agencies decided that they needed to enhance their level of coordination and collaboration with one another, and with local human service providers, in order to address recidivism effectively. Since the collaboration began, a number of other organizations have become involved. The sheriff's department is currently expanding its role in the collaborative by offering more in-jail programs, such as drug and alcohol treatment, GED training classes, and mental health care, to enhance reentry and reduce recidivism upon release.

KEY ELEMENTS OF PARTNERSHIP: Intelligence and information sharing, case planning, and supporting behavior change

LAW ENFORCEMENT ROLE: The Serious Offender Unit within the Knoxville Police Department helps supervise the high-risk supervisee population in the community. Police officers go out with probation and parole officers to conduct at-home searches and checks (known as knock and talks) on probationers and parolees who have violent criminal histories. This unit also immediately notifies probation and parole officers when they interact with a probationer or parolee in the community. The Knoxville PD places high priority on reinforcing the rehabilitative aspects of community supervision. The community corrections program manager within the Knoxville PD works with individuals on probation once they return to the community. During the probation intake process, the manager introduces himself to each probationer and provides his contact information. He also maintains an active presence in the community. Although he is an officer, he goes out in plainclothes and does not have the authority to arrest people; his role is to help probationers reintegrate.

COMMUNITY SUPERVISION ROLE: As part of its role in the public safety collaborative, the Board of Probation and Parole (BOPP) issues an identification card to all released probationers and parolees who must carry it on them at all times and must produce it if they interact with other agencies that are part of the collaborative, including law enforcement. The identification cards ensure that all partners in the collaborative have full access to and knowledge of the supervisees' whereabouts and interactions (both positive and negative) in the community. For example, if the police stop a supervisee or are conducting a compliance check with BOPP, they log the interaction into the Knoxville Police Department database, which is shared with the members of the collaborative. *(continued on next page)*

Partnership Example Two: The Knoxville Public Safety Collaborative (*continued*)

PARTNERSHIP MEMBERS: The Knoxville Police Department, the Tennessee Board of Probation and Parole, Child and Family Tennessee, and the Helen Ross McNabb Center for rehabilitation

WEBSITE: www.cityofknoxville.org/kpd/kpsc.asp

SOURCES: McCarthy 2009; La Vigne et al. 2006

In contrast to patrol officers, detectives engaged in casework are in some ways more similar to supervision officers in their focus on individuals, as opposed to areas. Through the course of their investigations, detectives routinely encounter information pertaining to supervisees as potential perpetrators, victims, witnesses, or persons otherwise connected to crimes. Detectives assigned to offense-specific details, such as gang units or sex crimes units, gain even more specific information relevant to supervisees and may benefit from supervision caseloads in their jurisdictions being constructed to serve the same targeted populations (see Partnership Example Nine, The Southwest Los Angeles Gang Partnership, on page 37). Finally, detectives engaged in fugitive apprehension are key resources for probation and parole officers when they need to locate and apprehend supervisees immediately.

Many of the possibilities for collaboration mentioned here are likely to arise at the individual level, as opposed to the organizational level, as both patrol officers and detectives build contacts with supervision officers through their routine work. As partnerships develop between police and supervision agencies at the organizational level, the patrol officers' and detectives' contacts in probation and parole departments can help build more formal interagency relationships.

Commanders

Command-level staff play key roles in developing more formal and broad-based partnerships with community supervision agencies, as opposed to the individual working relationships forged between line staff in each agency. Commanders occupy a crucial position for fostering partnerships, directly overseeing the work of the line staff who are engaged in the partnership daily, and developing strategic approaches to community-level problems. They can take many actions to facilitate the face-to-face communication on which functional partnerships between police and community supervision officers depend. Commanders can invite community supervision officers to attend daily roll calls and weekly strategy sessions to provide their input on high-risk probationers and parolees who may or may not be linked to crime trends. Captains are also instrumental in keeping patrol officers and detectives committed to working with probation and parole officers; if police officers are not motivated, their commanders can encourage them to prioritize partnership as an effective means of public safety. On a more operational basis, commanders can also ensure that points of contact are kept current.

As the managers responsible for specific geographic areas, commanders are indispensable in creating cooperation around place-based strategies. While problem-oriented policing requires law enforcement to target a specific crime problem, it also focuses on the importance of place (Scott 2000). Place-based crime prevention focuses on specific situations and opportunities; these strategies are based on the theory that individuals are not necessarily motivated to commit crime but do so when low-risk, high-payoff opportunities present themselves (Clarke and Eck 2005; La Vigne et al. 2006). Because problem-oriented policing incorporates an enhanced law enforcement presence, it increases the perceived risk and required effort associated with committing a crime and thus creates a disincentive for individuals to offend. Commanders can work with community supervision supervisors and officers to identify places and situations that are likely to lead returning prisoners to reoffend (Cullen, Eck, and Lowenkamp 2002). For example, certain areas within a particular precinct may have supervised housing facilities, such as halfway houses, where probationers and parolees may live. Police can help enforce supervisee accountability for abiding by these conditions (as long as the police are aware of them) by visiting those facilities, particularly when they are in high crime areas. This allows law enforcement to integrate supervisee management into situational crime prevention in their roles as “handlers” of potential offenders. A good example of a police and community supervision agency working together to target a specific offender group and place follows:

Partnership Example Three The Racine Community Reentry Program

The Racine Community Reentry Program began in 2004, when the Racine Police Department approached the Wisconsin Department of Corrections to discuss ways to improve supervision of high-risk parolees recently released from prison. Each month, the program accepts four to five high-risk supervisees with specific prior convictions (i.e., violent crimes, weapons offenses, or gang-involved crimes) who either committed these crimes in or are returning to a community oriented policing (COP) neighborhood. There are approximately 150 parolees enrolled in the program at any given time. The partnership allows police and community supervision officers to work together in four housing stations (one in each COP neighborhood) where neighborhood watch representatives are located as well. The program also has a workforce development center, which contributes community resources to the partnership; for example, the center runs program sessions where participants can utilize its relationships with local business owners. Moreover, the community reentry program has had success in reducing recidivism among enrolled supervisees with a re-arrest rate of less than 25 percent.[†] *(continued on next page)*

[†] While the success rate of this program has been clearly documented, the partnership impact has not (i.e., it is unclear if one partner had a particular effect on the program participants or if the nature of the collaboration as a whole reduced recidivism).

Partnership Example Three: The Racine Community Reentry Program *(continued)*

KEY ELEMENTS OF PARTNERSHIP: Case planning, supporting behavior change, and intelligence and information sharing

LAW ENFORCEMENT ROLE: The Racine Police Department initiated the partnership with the Wisconsin Department of Corrections. The police participate in notification sessions where program participants are made aware that the police and the community will be watching them carefully and working together to prevent them from recidivating.

COMMUNITY SUPERVISION ROLE: Probation and parole personnel conduct the screening for potential program participants and present all eligible offenders to the community reentry program committee. Together, the committee decides who to accept into the program and evaluates participants after they are released from the program to assess its impact.

PARTNERSHIP MEMBERS: The Racine Police Department, the Racine County Sheriff's Office, the U.S. Attorney for the Eastern District of Wisconsin, the Mayor's Office, the Wisconsin Department of Corrections, the Racine County Executive, neighborhood watch, Weed and Seed, numerous faith-based organizations, the Racine County Workforce Development Center, private-sector employers, the United Way of Racine, and other community organizations

SOURCES: Madsen 2010; La Vigne et al. 2006

Chiefs and Executive-Level Officers

Chiefs set the tone throughout their entire police department and can ultimately make or break partnerships between police and community supervision agencies. Without the active and vocal support of the chief, formalizing and sustaining relationships with probation and parole officers is difficult for commanders and police. Even if individual police officers are able to build these relationships, they might not be sustainable over time; police officers are reassigned and rise through the ranks of departments on a regular basis, and if the individual who fills an officer's place does not support the idea of partnership, it will not be maintained. However, if the chief works to promote partnerships between police and community supervision agencies, he or she can ensure that collaboration with supervision agencies is part of the job, regardless of who performs it on a given day. Similarly, routine exchange of information or the integration of data systems cannot occur absent the support of the executive leadership of the police department.

In addition, law enforcement in many jurisdictions has experience working on interagency and community-based teams and may have access to contacts and resources that can be helpful to community supervision agencies (Roberts and Roberts 2002; Corder 2006). Law enforcement can also use these relationships to help inform the public so that people understand the reality of community supervision practices and potential risk factors that returning prisoners present (La Vigne et al. 2006).

Some police departments even have appointed liaison officers (see Partnership Example One, the Redlands PACT, on page 10) to work with community-based agencies and service providers; the liaisons can help maintain ties between these providers and community supervision agencies so that the supervision officers can help parolees get access to the services they need and encourage them to remain compliant. Chiefs and other executives supply the leadership and build the connections needed to make these relationships happen.

Finally, police chiefs are often the most visible and credible spokespersons on issues of crime and public safety in a community. As a result, they may be uniquely qualified to communicate the goals of a partnership with community supervision agencies to the general public, thereby building broad-based support for it.

Supervision Agencies' Contributions

While supervision agencies can learn from police officers' experience in developing proactive law enforcement strategies, they can also contribute a great deal to a partnership with police. As already discussed, supervision agencies are primarily focused on their supervisees. If agencies are operating consistent with supervision best practices (see sidebar, "What Works in Parole," on page 16), they seek to balance the need to constrain problematic supervisee behavior through surveillance and enforcement (risk control or short-term public safety) and the need to help supervisees modify their behavior to reduce criminal offending both during and after supervision ends (risk reduction or long-term public safety). Unlike police officers, probation and parole officers are specifically trained to understand and address the risk factors for reoffending and to implement strategies to reduce recidivism. Supervision agencies can convey to law enforcement the need for program interventions that reduce the risk of recidivism based on the argument that doing so ultimately improves public safety. As with the law enforcement role in supervision partnerships, different levels of probation and parole agency personnel offer unique skills and perspectives, each of which can prove beneficial to law enforcement.

Probation and Parole Officers

Probation and parole officers are key "handlers" of the offenders they supervise, making them extremely valuable in any problem-solving approach to crime in which police might engage. Supervision officers often know a great deal of information about the supervisees on their caseloads, including their risk factors for crime, associates, and activities. Supervision officers also have several tools they can bring to a partnership with police, including investigative tools (e.g., the ability to search supervisees' homes), enforcement tools (e.g., the power to revoke supervision due to noncompliance), and intervention tools (e.g., the use of community-based services and programs).

“What Works” in Parole: 13 Strategies Report

Community supervision practice is emerging from a period during which there was great focus on surveillance and enforcement and much less focus on intervention. Jurisdictions throughout the United States are engaged in rebalancing supervision practices to fully realize their potential to reduce crime and recidivism. Surveillance and enforcement are elements of risk control directed at constraining the ability of supervisees to engage in criminal behavior. Risk control is an important community supervision function, but it comes to an end when a probationer and parolee’s term of supervision is completed. Lasting desistance from crime is dependent on the former supervisee (and informal social supports, such as family, employers, and friends). Probation and parole agencies engage in behavior-changing approaches to achieve long-term risk reduction that lasts beyond the term of supervision.

In the Urban Institute’s report, “Putting Public Safety First: 13 Parole Supervision Strategies to Enhance Reentry Outcomes” (Solomon et al. 2008), the strategies draw upon existing research and expert consensus on supervision best practice to lay out the elements of a risk reduction approach at the organizational- and case management-levels. While written specifically to address parole supervision, the strategies are equally applicable to probation.

Organizational-level strategies:

1. Define success as recidivism reduction and measure performance.
2. Tailor conditions of supervision.
3. Focus resources on moderate- and high-risk parolees.
4. Front-load supervision resources.
5. Implement earned discharge.
6. Implement place-based supervision.
7. Engage partners to expand intervention capacities.

Case management-level strategies:

8. Assess criminogenic risk and need factors.
9. Develop and implement supervision case plans that balance surveillance and treatment.
10. Involve parolees to enhance their engagement in assessment, case planning, and supervision.
11. Engage informal social controls to facilitate community reintegration.
12. Incorporate incentives and rewards into the supervision process.
13. Employ graduated, problem-solving responses to violations of parole conditions in a swift and certain manner.

Community supervision officers can also help improve the interaction between supervisees and police. While many probationers and parolees interact regularly with police officers, this interaction is not always constructive. A behavior-change approach to supervision involves both sanctioning noncompliant behavior and rewarding positive actions, such as maintaining legitimate employment. Community supervision and police officers can work together to develop a unified message on both fronts. Doing so requires that police have a clear understanding of what probation and parole officers expect their supervisees to do (and refrain from doing). The following example shows how community supervision officers can work with law enforcement to encourage behavior change and compliance with supervision conditions:

Partnership Example Four

The Hampden County (Massachusetts) Sheriff's Department (HCSD) After Incarceration Support Systems (AISS) Program

The Hampden County (Massachusetts) Sheriff's Department (HCSD) After Incarceration Support Systems (AISS) Program was implemented in 1996. Since then, the program has developed more than 12,000 release plans for offenders reentering the community. In 2007, the Hampden County Sheriff's Department created a reentry housing unit at the pre-release center that houses offenders who will be released within the next 60 days and otherwise would not qualify to be classified as lower security. AISS recently opened a reentry drop-in center that offers a "one-stop shop" model where former offenders have access to community provider representatives of housing, education, employment, mental health, substance abuse, and health services. AISS works with ex-offenders on all of the issues that contributed to their incarceration; it also has a mentorship program and works in conjunction with a local non-profit that operates a 50-bed transitional residential program for men (Foundation House).

KEY ELEMENTS OF PARTNERSHIPS: Case planning, supporting behavior change, and intelligence and information sharing

LAW ENFORCEMENT ROLE: The day offenders are released from the correctional center, they are transported to the Springfield Police Department and presented at the daily 4:00 PM roll call. Police officers convey that they know the supervisees and where they are going in the community but support them in their reentry. The Springfield PD provides one-page summary briefs to the patrol officers, detailing who the recently released offenders are.

Through community-justice information sharing meetings, the sheriff's officers share information with other criminal justice agencies, including probation and parole, the Department of Youth Services, the Department of Children and Family Services, and other police officers in neighboring areas. At the meetings, the sheriff's officers discuss the recent releases and share information such as their names, photos, and criminal history. Weekly and monthly reports are generated and disseminated to all police departments in Hampden County. Information is also shared with the Massachusetts Department of Corrections about specific high-risk gang members. *(continued on next page)*

Partnership Example Four: The Hampden County (MA) Sheriff's Department (HCSD) After Incarceration Support Systems (AISS) Program (*continued*)

COMMUNITY SUPERVISION ROLE: The Massachusetts Parole Board works closely with the sheriff's office to discuss parolees' community supervision conditions and responses to violations. The parole agency has one field officer overseeing the transitional living facilities in the community. In addition, the HCSD and parole agency have created a committee where each supervision agency can discuss ways to strengthen the partnership, share concerns about supervisees, and discuss potential responses to noncompliance.

In addition, through Department of Homeland Security Funding, the sheriff's office has developed the Western Massachusetts Sheriffs Information Network, which allows police, probation, and parole officers; court officials; and district attorneys to query a database for information on inmates returning to the community. Users can access data on demographic information; gang affiliation; street names; scars, marks, and tattoos; behavior reports; visitors; and telephone activity for each inmate returning to the community. Searches can also produce information such as height, weight, gang affiliation, and release to a certain zip code.

PARTNERSHIP MEMBERS: The Hampden County Sheriff's Department, the Springfield Police Department, the Massachusetts Parole Board, the Massachusetts Department of Corrections, the District Attorney's Office, the U.S. Attorney's Office, and district and superior probation

WEBSITE: www.hcsdmass.org/aiss.htm

SOURCE: Sordi 2009; La Vigne et al. 2006

The tone of interaction with probationers and parolees is also important. Research shows that if supervision officers assume that their supervisees (particularly those who are high-risk and have special needs) will not complete their supervision requirements, it can be counterproductive in encouraging compliance (Petersilia 1999, 2003). While probation and parole officers increasingly understand this, police officers may believe that they should take a more hard-line approach toward compliance in order to be effective, but this approach may be interpreted as harsh and disrespectful. Through partnership with supervision agencies, police officers can better understand what methods change offender behavior and can integrate those perspectives into how they interact with people under community supervision.

Working with probation and parole officers also enables police to see the support (e.g., treatment and program assistance) side of community supervision as well as the potential value of alternatives to incarceration. If probation and parole officers convey to police that alternative approaches have the potential to lower rates of recidivism for certain offenders, law enforcement may be more supportive of diverting people from jail or prison to community supervision (Murphy and Lutze 2009). Not only is diversion an effective means of controlling individual behavior but it can also improve public safety by providing access to services and programs that can limit further interaction with the criminal or juvenile justice system.

Collaborative operations, such as ride-alongs and joint home visits to supervisees, can further enhance the ability of police to understand and help probation and parole officers apply the behavior-change approaches of community supervision. During these activities, supervision officers can emphasize, and model, the need to interact with supervisees in a respectful and supportive manner (McGarrell et al. 2004).

Probation and Parole Local Administrators or Supervisors

As the discussion about the role of line supervision officers makes clear, fostering mutual understanding between police and supervision agencies is a key element of building a partnership between the two. Supervision administrators and local supervisors have a central role to play in such partnerships, particularly in supervision agencies that operate at the state level. They can set up cross-trainings to foster mutual understanding of police and supervision approaches and develop mechanisms for regular information-sharing and joint operations. These activities can help control crime by informing law enforcement of the risk factors of supervisees based on assessments to determine both threats to the community and the needs that must be addressed to reduce those threats. Probation and parole supervisors can also work with police to help them understand how to handle the multiple problems that impact supervisees and that can increase their risk of reoffending.

Probation and parole administrators also understand that assisting with behavior change among supervisees requires balancing surveillance and enforcement with a significant treatment component. Administrators benefit from the involvement of law enforcement, particularly around their surveillance role; police can help keep an eye on supervisees, which is especially valuable for those returning from incarceration and for whom the first few days, weeks, and months of their release are the riskiest period. Police can also inform community supervision officers about the informal and formal social controls present in probationers' and parolees' lives; probation and parole officers, in turn, can use this information to inform their assessment of supervisees' risk levels and the potential for engaging in crime desistance strategies. All of this requires supervision administrators to ensure that police know who is under supervision in the community and when offenders are returning to the community from incarceration. As shown in Partnership Example Five, Winston-Salem Project Reentry, on page 20, law enforcement and community supervision agencies work with offenders before they are released to help identify high-risk supervisees before they return to the community.

Partnership Example Five

Winston-Salem Project Reentry

The Winston-Salem Project Reentry partnership, which started as a pilot program in 2003, has representation from law enforcement, probation and parole agencies, and community organizations committed to reducing recidivism among formerly incarcerated individuals. Project Reentry is housed under the Criminal Justice Department of the Northwest Piedmont Council of Governments and has been particularly important in reintegrating people in North Carolina (where most of the state's offenders leave prison without any community supervision requirements). Approximately three months prior to release, participating offenders enroll in a 13-week reentry program and meet with Project Reentry staff to identify individual needs and available support services. Since 2003, when offenders first began hearing about the resources that Project Reentry could provide them upon their release, program participation increased 400 percent. Over the years, Project Reentry has expanded to 14 state prison facilities and accepts participants returning to 16 counties throughout North Carolina.

Another program, Project Safe Neighborhoods (PSN), targets youth violence and youth recidivism in Winston-Salem. Project Reentry partnered with PSN in 2008 to expand PSN's scope to include notification procedures for the adult population residing in the North Carolina state prison system.

KEY ELEMENTS OF PARTNERSHIP: Problem solving approaches, case planning, supporting behavior change, and information and intelligence sharing

LAW ENFORCEMENT ROLE: Project Reentry supports local law enforcement agencies in providing a deterrent effect to offenders enrolled in the program. The police organize and lead quarterly notification sessions, which provide an opportunity for all members of the partnership to address probationers' and parolees' risks of reoffending. In addition, the Winston-Salem Police Department's violent task force maintains a database that it shares with Project Reentry and probation and parole agencies.

COMMUNITY SUPERVISION ROLE: The North Carolina Department of Correction provides Project Reentry with a list of offenders who have up to 18 months left of their sentence. The program looks through the list for those who are going to be released to communities where Project Reentry and PSN have a presence so that the offenders can be connected with a reentry specialist before they complete their sentence.

PARTNERSHIP MEMBERS: The Winston-Salem Police Department, the North Carolina Department of Correction, the Northwest Piedmont Council of Governments, Partnership for a Drug-Free North Carolina Inc., North Carolina Division of Vocational Rehabilitation Services, Goodwill Industries of North Carolina, Inc., Forsyth Technical Community College, and various county and city social service agencies

SOURCES: Sauter 2009; La Vigne et al. 2006

Local probation and parole administrators must play a leading part in authorizing and building the formal elements of the partnership. They are the main partners of the police in devising problem-oriented approaches to local crime problems. Administrators must also afford supervision officers sufficient time to devote to ride-alongs, meetings with law enforcement, and other joint activities. Last, though perhaps most vital, they must communicate the importance of the partnership to the staff they oversee.

Agency Heads

Community supervision agency heads, like police chiefs, set the tone for the partnership throughout the entire agency. Even though probation and parole agency heads may be at the state level and sometimes have distant relationships with the many jurisdictions they oversee, they can nonetheless initiate relationships with local police chiefs³ and encourage their administrators and supervisors to facilitate these relationships over time. As with police chiefs, heads of probation and parole agencies must support formalized communication and interaction between their staff and law enforcement, along with the routine sharing of data and information in order to form a productive partnership.

Probation and parole agency heads can also provide police with access to contacts within community-based organizations. While the police might have their own connections to community resources, many supervision agencies have regular contact with different types of organizations that relate more to the rehabilitative side of community supervision. For example, many supervision agencies have developed day reporting centers where police can interact with supervisees and community organizations at the same time (Petersilia 2003). This approach not only gives police access to supervision agencies' resources but also allows police to embrace a dual role of both helping supervisees become successful in the community while closely monitoring them to ensure they are not resuming criminal activity.

³ Particularly when probation and parole agencies operate at the state level, agency heads may have to coordinate with a number of local police departments. Some police departments may be more receptive to partnering than others, so the probation and parole agency's approach to collaboration will need to be tailored to suit the partnership at the local level.

Key Partnership Elements

Police and community supervision partnerships may involve both reactive approaches (discovering and responding to probationer and parolee criminal activity) and proactive approaches (facilitating success and engaging in early intervention when problems are detected). The expansion of problem-solving and community oriented policing strategies over the past two decades has produced a greater focus on proactive strategies. A similar change in focus has happened more recently in the community supervision field, with renewed emphasis on behavior change as a goal equal to that of monitoring and enforcement.

Partnerships between police and community supervision agencies are most productive when they take both a proactive and reactive approach that relies upon the following key elements: intelligence and information sharing, case planning and behavior-change support, problem-solving approaches, emphasis on special populations, and focused deterrence.

The following sections detail each of these key elements of partnership, describing what they are, why they are important, and how they can be implemented.

Intelligence and Information Sharing

What is it and why is it important?

Regular communication and information exchange are both fundamental to any partnership. This section distinguishes between routine information, intelligence, and aggregate data. As the name suggests, routine information is exchanged as a regular procedure, often automatically through data system interaction or integration. Examples of routine information include the release dates and criminal histories for prisoners exiting on probation or parole supervision and automatic notification of probationer or parolee arrests. Intelligence includes timely, on-the-ground information on suspects and criminal activity, such as a specific area becoming a hot spot for drug dealing or a latent conflict between two gangs becoming active. Information exchange for intelligence purposes is more dependent on informal and interpersonal mechanisms. Finally, aggregate data provides a statistical snapshot of aspects of each partner's practice or environment and can be used to identify problems (e.g., an upward trend in firearms arrests or positive urinalysis results for a specific drug type) or review an agency's performance (e.g., in reducing crime and recidivism). The differences between these types of information are summarized in Table 1 on page 23.

Key Partnership Elements

Police and supervision agencies benefit from exchanging routine information, intelligence, and aggregate data because they gain access to different types of sources for all three. Police agencies have street-level information regarding arrests and encounters with probationers and parolees as well as extensive intelligence regarding gang activity and other specific crime problems in neighborhoods. Some of this intelligence includes location-based information on issues such as gang territories and crime hot spots. Supervision agencies, in turn, have valuable information regarding risk levels of supervisees, as well as the conditions of supervision for which they are accountable, including any special conditions of their release (such as GPS tracking or electronic monitoring). Supervision agencies can also provide information about supervisees' incarceration experiences, including any gang involvement while in custody; general background and criminal history, including that in pre-sentence investigation reports; when they are to be released into the community; where they are to reside; and who their family members and friends are—all of which are particularly useful to police agencies.

Table 1: Types of Information and Intelligence

	Purpose	Organizational Level	Mechanism	Examples
Routine Information	Routine sharing of information fundamental to the partnership	Agency or local office	Data system integration, automated updates	Parolee release dates and addresses, supervising officer, arrest of supervisee
Intelligence	Timely situational/contextual information	Local office and line officer	Joint operations, regular meetings (roll call), special meetings (gang task force)	Sex offender profiling, gang dynamics, information about supervisee sightings in the community
Aggregate Data	Problem identification and performance management	Agency or local office	Performance measures, strategic planning sessions	Data on crime problems, revocation rates, recidivism

Information and intelligence sharing are necessary elements for cooperation between police and community supervision agencies at all organizational levels. The police can assist with monitoring probationers and parolees to enhance their accountability far beyond what any supervision officer can do alone, but only if police have access to information on the supervisees and the conditions of supervision for which they are accountable. Police encountering supervisees also gain valuable real-time intelligence regarding how they are doing, but this can be shared only if the police can readily identify the supervision officer. At the strategic level, police and supervision agencies can use the intelligence and aggregate data available to each to identify and analyze neighborhood crime trends and craft joint approaches to prevent or suppress crime.

Exchanging information can be an important element of preparing for the release of prisoners to probation or parole supervision agencies. Because prisoners can be located in facilities far from the communities to which they are returning, their supervision officers may have a limited ability to gather information about them prior to release. In these circumstances, the police can communicate their understanding of the parolee's history (e.g., the person's past interaction with neighborhood residents) and make recommendations about which people and places might trigger relapse or recidivism before the parolee returns to the community (Dickey and Klingele 2004).

Police officers' knowledge of past crimes is also important to probation and parole officers whose supervisees have conditions of supervision that are related to their victim. Probationers and parolees, particularly domestic violence and sex offenders, may have committed crimes against individuals who may be at risk for re-victimization. While supervision officers might have access to and frequent interaction with supervisees, they may not have regular contact with the victims (even if the victim is the supervisee's partner or spouse). Similarly, police officers might have interacted with victims when investigating their cases and might touch base with them again when their attacker is released from jail or prison, but the police might not have maintained any contact with the offender. Police and supervision officers can communicate the status of both the offender and the victim; for example, if a police officer finds out from the victim that the perpetrator attempted to contact him or her, the police can inform the supervision officer who in turn can reinforce the conditions of supervision and take action to prevent future violations.

In addition to assisting problem-solving efforts, aggregate data sharing can help monitor performance. Many law enforcement agencies are strongly focused on outcome-based performance measurement through variants of the Compstat process, and community supervision agencies have recently begun to adopt that methodology to track indicators for probationers' and parolees' progress and to develop data-driven supervision strategies (Pew Center on the States 2007). Information from each partner is required to determine whether joint efforts are succeeding in achieving common goals such as reducing recidivism, gun violence, and sex offenses.

The perspectives of both police and community supervision officers are more nuanced and often more useful than basic data on probationers and parolees because the resultant information speaks to the specific circumstances in the supervisees' lives and whether they are truly at risk for recidivating. Ideally, partnerships between police and community supervision agencies could employ both intelligence and information sharing to yield the most significant impact on public safety.

How can it be implemented?

There are formal and informal mechanisms for sharing information and intelligence throughout entire agencies or on an individual basis. Setting up the exchange of routine information and aggregate data requires attention to how it will be collected (usually through input into a data system), how it will be transmitted to the partner, and how it will be used. These issues are usually articulated in some form of a Memorandum of Understanding (MOU) between the two agencies. Because routine information sharing can be operationalized through data system integration, it does not necessarily require face-to-face interaction between police and community supervision officers (which is time-consuming and difficult to maintain on a day-to-day basis). Some states, including Minnesota, New York, and Oregon, have built common criminal justice data systems to which both police and community supervision agencies contribute and which both of them can access. In other places, each type of agency makes certain its information is automatically available to its partners.

Keeping the information accurate and up to date is crucial, particularly if the information is intended to be immediately useful: e.g., supervision agencies share their officers' contact information with law enforcement so police officers can immediately inform supervision officers of an issue regarding their parolees or probationers.⁴ Inaccurate or outdated information undermines the effectiveness of the partnership and frustrates participating agency staff.

While it is most efficient to share routine information and aggregate data automatically, intelligence is better exchanged in person, as its content is specific and may be complex. Joint activities such as ride-alongs and home visits to supervisees afford excellent opportunities for intelligence sharing to occur naturally. Ride-alongs help the police because the presence of a parole or probation officer lets a supervisee know that if he or she violates the conditions of supervision, the police officer will tell the supervision officer. Joint home visitations can also be effective tools for probation and parole officers who are dealing with potentially problematic supervisees, as police presence lends more credibility to the parolee's or probationer's conditions of supervision.

Co-location is another effective way to facilitate intelligence sharing between police and supervision officers (Dickey and Klingele 2004). If parole or probation officers have offices in police precincts, as is done in Nashville, they can learn more information about neighborhood crime trends, supervisee behavior, and potential sources of reoffending. Police officers can also be housed in probation and parole departments so they can have more face-to-face interaction with probationers and parolees and learn more about their progress while on community supervision.

⁴ Developing an integrated database can be costly, in both the short term (purchasing new software) and the long term (devoting staff time to maintaining accurate information). However, criminal justice agencies can seek federal funding to improve their data systems; if they do so in partnership with one another, they will be better positioned to receive funding.

Another model is to create specific facilities to work on issues of joint concern, such as the Redlands (California) PACT facility (see Partnership Example One on page 10) or the Spokane (Washington) C.O.P.S. substations (see example below). In either case, the regular face-to-face contact resulting from co-location makes the exchange of relevant information and intelligence easy and natural.

Partnership Example Six The Spokane C.O.P.S. Program

The Spokane C.O.P.S. Program is a partnership that includes the Spokane (Washington) Police Department, the Washington State Department of Corrections, city agencies, and the community. This community oriented policing services (C.O.P.S.) program enables police, probation, and parole officers to work together in the same facility, known as a C.O.P.S. substation. Since 1992, the Spokane C.O.P.S. program has facilitated intelligence sharing between police and community supervision officers, and has helped both agencies access each other's resources. The partnership has also grown over the years; the Spokane C.O.P.S. program now has 12 substations (with community corrections officers in eight of them) and one administrative office. Community volunteers are placed in all facilities, and the program is contracted by the City of Spokane to operate the facilities.

KEY ELEMENTS OF PARTNERSHIP: Intelligence and information sharing

LAW ENFORCEMENT ROLE: The Spokane Police Department has a portion of its budget devoted to leasing space for the substation, which helps pay for various administrative aspects of the program (such as the Internet and phone lines for the facilities). The C.O.P.S. substations also house neighborhood resource officers who are commissioned officers in the Spokane Police Department and have developed other partnerships with community-based organizations and the citizens of the neighborhoods.

COMMUNITY SUPERVISION ROLE: In Spokane, the probation and parole officers have geographically assigned caseloads; therefore, they are placed in Spokane C.O.P.S. facilities located in the neighborhoods where their supervisees live. This co-location program ultimately increases public safety by improving supervision of probationers and parolees and building upon law enforcement's knowledge base and interaction with the community.

PARTNERSHIP MEMBERS: The Spokane Police Department, the Washington Department of Corrections, the City of Spokane, the Community Emergency Response Team, the Department of Emergency Management, district courts, the Spokane County Sheriff's Office, Spokane Regional Health District, the Western Regional Institute for Community Oriented Public Safety, Washington State Crime Prevention Association, and various community-based organizations

WEBSITE: www.spokanecops.org/

SOURCES: Vulcano 2009

Regularly scheduled meetings are another effective means of ensuring the exchange of information and intelligence between police and supervision partners. Such meetings can involve people from all levels of the partner agencies. For example, probation and parole officers can attend the daily roll call meetings for patrol officers, or both groups can participate as members of crime-specific task forces (e.g., gangs). Commanders can have regular meetings with local probation and parole administrators and officers to share intelligence about crime issues or specific supervisees. Many jurisdictions conduct interagency conferences or meetings through which probation and parole officers inform police about high-interest returning supervisees, such as sex offenders or gang members. Finally, police and supervision executives may meet to work out strategic approaches to issues of common concern. Some partnerships, such as the Racine Community Reentry Program (see Partnership Example Three on page 13), have committee meetings to determine the high-risk supervisees whom the reentry program will target.

Communication at all levels can be facilitated by designating agency staff to work specifically on the partnership, such as the Redlands (California) Police Department (see Partnership Example One on page 10) does in assigning a liaison officer to work with parole officers and the Knoxville Police Department (see Partnership Example Two on page 11) does with its community corrections program manager. This creates a clear point of contact for issues related to the partnership, ensures that attention is always paid to maintaining and improving the partnership, and demonstrates the commitment and value placed on collaboration.

The information and intelligence exchanged through these meetings varies depending on the participants and purpose. The meetings may be routine or convened to address special circumstances. Routine meetings afford the opportunity for the intelligence exchanged to vary depending on what concerns are most pressing at the moment. Over the long term, however, routine meetings can devolve until attendees are simply “going through the motions” instead of actively identifying and solving problems, unless the meetings are regularly refocused on a common purpose. Meetings convened to address special circumstances, such as task forces to address emerging crime problems, have the advantage of a clearer focus, but by nature they do not encourage the ongoing exchange of information. Moreover, if they occur only at times of crisis, relationships may not be fully solidified.

While information sharing can be extremely useful, there are potential problems that may arise. Police may want probationers or parolees to aid their investigative work by acting as criminal informants. This could require interacting with criminals and might ultimately put supervisees at risk for reoffending. In some circumstances, police might want to keep supervisees in the community to keep them as informants, while supervision officers might want to charge them for violations. Police might also want to take advantage of supervision officers' authority to conduct warrantless searches. These practices have potential legal consequences and can threaten the legitimacy of both agencies. Therefore, these discussions must occur among agency heads so that proper policies and protocol be established.

Case Planning and Supporting Behavior Change

What is it and why is it important?

A behavior change, or risk reduction, approach to supervision seeks to reduce the likelihood that supervisees reoffend, using methods that persist even after the period of supervision has ended. Case planning is a fundamental mechanism for doing this. A case planning process to support behavior change identifies the issues that must be addressed for supervisees to avoid reoffending and produces a plan that clearly states how to do so. These issues are known as criminogenic needs and include factors ranging from lack of employment skills to antisocial associates. Criminogenic needs affect a supervisee's likelihood to recidivate but are distinct from factors in his background that cannot be changed (e.g., a criminal record).⁵ A supervisee's particular criminogenic needs should be determined through the use of validated, empirical assessment tools. Sound case management plans build on this assessment information, list goals for the supervisee, and identify resources or services that can facilitate success. An ideal case planning process involves the supervisee in setting these goals and the strategies for meeting them.

Reentry planning is crucial to easing the transition from jail or prison and reducing any potential threat released prisoners pose to the community (La Vigne et al. 2006). For recently released prisoners, reoffending is often most common in the first few hours, days, and months after release (National Research Council 2008). Failed reintegration is usually related to failed reentry planning; if supervisees are unprepared for their release into the community, they are more likely to violate the conditions of their community supervision (Piehl and LoBuglio 2005). If police and community supervision officers can start preparing for supervisees' reentry before they leave prison or jail, even by doing something as simple as telling returning prisoners where local shelters are located or which areas they might want to avoid when they get out, the officers may help prevent reoffending from occurring during that crucial period. In addition, being involved in reentry partnerships can also improve relations between police, supervision agencies, and the community groups involved in these partnerships, thus enhancing the visibility and perceived legitimacy of both agencies in the community (McGarrell et al. 2004).

Planning alone does not prevent reoffending for most probationers and parolees. Effective plans guide supervisees to engagement with resources in the areas of employment, housing, substance abuse treatment, mental and physical health care, and other resources. This guidance is futile unless probationers and parolees actually engage with those resources. Many barriers can stand in the way, including insufficient information, limited transportation, scarce community resources, negative peer associates, and ambivalence about changing behavior.

5 A good summary of criminogenic needs and interventions to address them is available from the Ohio Department of Rehabilitation website: www.drc.ohio.gov/web/ipp_criminogenic.htm.

While creating and monitoring progress through the use of a case plan is a key tactic in supporting behavior change, a behavior change approach goes beyond it. Probation and parole officers can best change supervisee behavior by interacting with them individually, thereby holding them accountable, enhancing their motivation to change, and rewarding positive progress. All of these actions are applicable to how police interact with supervisees.

How is it implemented?

Partnerships between police and community supervision agencies can improve reentry planning in a number of ways. In many jurisdictions, representatives from police and supervision agencies attend meetings in corrections facilities where prisoners are made aware of their conditions of supervision and how they are expected to behave once they are released (La Vigne et al. 2006). Having law enforcement attend these meetings provides police officers with an opportunity to convey a dual message: police want them to succeed but are watching should they fail. Regarding the first message, police need to convey an authentic interest in supervisee success, and police can do so by linking the supervisees to community resources (with which the police may have relationships or be otherwise able to assist) (Ibid.). For example, in some jurisdictions, police and supervision agencies have developed partnerships with local businesses that are willing to hire released prisoners.

The second element of the dual message—that the police know the supervisees and are prepared to arrest them if they continue to be involved in crime—is meant to discourage reoffending by emphasizing the negative consequences of violating supervision conditions. It also removes the sense of anonymity that makes offending seem less risky. This aspect of the message can be delivered in correctional facilities before release, as is done in the Hampden County Sheriff’s Department After Incarceration Support Systems Program (see Partnership Example Four on page 17), or in the community, as is discussed in the following example:

Partnership Example Seven

The Nashville East Precinct Partnership

The Nashville East Precinct Partnership between the East Precinct of the Metropolitan Nashville Police Department and the Tennessee Board of Probation and Parole (BOPP) began in 2008. The partnership allows a probation officer and parole officer to be stationed at the East Precinct, which greatly improves communication and information sharing between the agencies. Through interactions with the probation and parole officer, precinct detectives learn information about suspects, including their latest address, known associates, or other information that might assist the detectives’ investigations. There is also a great deal of contact between supervision officers and patrol officers, who help serve community supervision violation warrants and accompany probation and parole officers on home visits. The partnership also incorporates a program where police contact supervisees returning to the community to welcome them back to society.

(continued on next page)

Partnership Example Seven: The Nashville East Precinct Partnership *(continued)*

KEY ELEMENTS OF PARTNERSHIP: Intelligence and information sharing, case planning, and supporting behavior change

LAW ENFORCEMENT ROLE: When a supervisee is released into the community, one of the East Precinct's zone officers who patrols the location hand delivers a welcome back letter from the precinct commander to the parolee (see Appendix B for a sample letter). The letter acknowledges that reentry can be difficult and enclosed is a list of area service agencies that can assist the parolee in his or her efforts to become a contributing and law-abiding member of the community.

COMMUNITY SUPERVISION ROLE: BOPP notifies the East Precinct when a parolee is released and lets police officers know the location in the precinct where the supervisee is residing. Internally, BOPP encourages the supervisee to take advantage of the services that have been offered and to not become involved in criminal activity. The hope is that this sincere request will provide additional motivation for the supervisee to keep from reoffending.

PARTNERSHIP MEMBERS: The Metropolitan Nashville Police Department and the Tennessee Board of Probation and Parole

SOURCES: Nash 2010

Despite the fact that police and supervision agencies may have numerous contacts and extensive information that can facilitate the reentry process, they usually need to involve other agencies in order to provide soon-to-be released prisoners with the resources they need. Comprehensive reentry efforts involving institutional and community corrections, law enforcement, community-based organizations, schools, health care providers, and social services agencies are designed to bring all the necessary resources to the table; as more agencies become involved, the partnership has more resources at its disposal. Police and supervision agencies could be the leaders of reentry partnerships, but that is not imperative. Agencies outside of the criminal or juvenile justice system or community-based organizations can lead reentry partnerships effectively as well, provided that the appropriate stakeholders are involved (McGarrell et al. 2004).

Main Components / Best Practices of Reentry Planning

Joint law enforcement and community supervision involvement can help improve collaborative reentry efforts. However, the group must embrace certain recommended practices to make a successful planning partnership. The Reentry Policy Council (2005) has developed a list of recommended practices in reentry planning, which includes the following:

1. Encourage collaboration among key stakeholders.
2. Develop a knowledge base.
3. Incorporate reentry into organizations' missions and work plans.
4. Fund a reentry initiative.
5. Promote systems integration and coordination.
6. Measure outcomes and evaluate the impact of a reentry initiative.
7. Educate the public about the reentry population.

The Reentry Policy Council (2005) also recommends implementing the following interventions during specific stages:

Intake

8. Develop an intake procedure.
9. Develop a programmatic plan.

Prison and Jail

10. Provide physical health care.
11. Provide mental health care.
12. Provide substance abuse treatment.
13. Assist children and families.
14. Address behaviors and attitudes.
15. Provide education and vocational training.
16. Provide opportunities for work experience.
17. Advise the releasing authority.

Transition

18. Make release decision.
19. Provide housing options.
20. Plan continuity of care.

21. Create employment opportunities.

22. Implement workforce development and transition plan.

23. Notify victims, families, and communities.

24. Provide identification and benefits.

25. Design supervision strategy.

Community

26. Implement supervision strategy.

27. Maintain continuity of care.

28. Monitor job development and supportive employment.

29. Track graduated responses.

Service Systems

30. Identify housing systems.

31. Identify workforce development systems.

32. Establish effective substance abuse treatment.

33. Check availability of effective mental health services.

34. Establish children and family systems.

Information sharing is crucial to engaging police in supporting behavior change for probationers and parolees in the community. Whether police are involved in the case planning process or not, they need some sense of what supervisees in the community need to do to remain crime-free. Incorporating this knowledge into their information base on the communities they patrol enables police to continue to reinforce behavior change once supervisees complete their terms of supervision.

Problem-Solving Approaches

What is it and why is it important?

Problem solving takes a proactive focus on defining and eliminating problems that may lead to criminal activity, as opposed to a more reactive focus on responding to calls for service (in the case of law enforcement) or supervision violations (in the case of probation and parole). Problem solving takes note of how crime results from the interaction of place, target/victim, and offender, as laid out in the Problem Analysis Triangle on page 8, and is embodied in Problem-Oriented Policing (POP). The four key components of POP are **Scanning, Analysis, Response, and Assessment (SARA)**. By working with community members, police can identify and prioritize problems in specific neighborhoods (**Scanning**). They can then research the problem to understand its specific dynamics (**Analysis**) and develop strategies that can eliminate or substantially reduce the problem permanently (**Response**). Evaluating the success of these response strategies is the final step in POP (**Assessment**) (COPS Office 2009). Many law enforcement agencies already embrace a problem-oriented policing methodology, which can be helpful to partnerships with community supervision agencies, as the SARA model is readily transferrable to any criminal or juvenile justice agency.

Problem solving addresses issues that are not amenable to solution by routine operations of police or supervision agencies. The SARA model helps identify the “who, what, when, where, why, and how” of a problem, a process which can be enhanced through collaboration with community supervision agencies because the partnership brings more information and different perspectives to the Analysis effort as well as different tools to the Response effort.

Police officers can use the SARA steps to identify the people or places that are the cause of crime problems at a given time, develop strategies that speak to those causes, and prevent them from creating issues in the future. Developing policing strategies that focus on where crime occurs can also help probation and parole officers better supervise individuals on their caseloads.

Data-Driven Problem Solving Strategies

It is important that police and community supervision agencies have access to relevant data to help them determine which people or places are particularly problematic. For example, in 2008, criminal justice agencies in Rhode Island designed the Community Supervision Mapping System (CSMS), an online tool that enables users to map the formerly incarcerated and others on probation, along with related data, including service provider locations and police districts. Shared information systems can help develop a comprehensive problem-solving strategy that incorporates individual- and community-level information. In Rhode Island, the police and probation personnel use the mapping system to conduct neighborhood sweeps and visit multiple probationers' houses in one night. The mapping system allows their joint operations to be more efficient, making the partnership as productive as possible.

Through working with police on problem-solving approaches, supervision officers can learn about targeted enforcement tactics that might focus on the neighborhoods in which their supervisees live and can inform police as to whether those supervisees have been compliant. This information helps law enforcement determine the degree to which these probationers and parolees can pose obstacles to their targeted enforcement tactics (if supervisees are noncompliant and their potential for committing new crimes) or can be assets to their strategic thinking (if supervisees are doing well on supervision but still have information about crime patterns that the police may want to know).

How is it implemented?

Community supervision agencies that partner with law enforcement in devising problem-solving approaches contribute to all four steps in the SARA model. They offer a different perspective during the Scanning phase, and their role in identifying and prioritizing problems increases their commitment to the effort. They also contribute their knowledge of individual-level risk factors to the Analysis phase, while also benefiting from the knowledge that police have regarding neighborhood risk factors. A supervisee's likelihood of reoffending is closely linked to the presence of crime and crime trends in the neighborhood to which he or she returns (Cullen, Eck, and Lowenkamp 2002). In addition, supervision agencies are able to search personal property and respond to violations, as well as add other tools to the Response effort. And, just as their information is valuable in the Analysis stage, it is valuable in the Assessment stage in which all partners determine the degree to which the problem-solving effort was effective. These principles are reflected in the Ogden Project T.E.A.M. partnership described in Partnership Example Eight on page 34.

Partnership Example Eight

Ogden Project T.E.A.M.

Ogden Project T.E.A.M. was formed in 2005 in response to high crime rates in an eight-block area within Ogden, Utah. Assessment of reentry patterns showed that nearly 12 percent of the population in one eight-block neighborhood was under either probation or parole supervision. Community supervision officers were overwhelmed by their large caseloads in this area. At the start of the partnership, Project T.E.A.M. granted the police authority to enter the home of a supervisee who had violated his or her parole with the authority of a community supervision agent. Although this authorization was contingent upon the supervisee signing a waiver, the incentive to participate was attractive to many parolees because community supervision officers offered it as an alternative to returning to prison for a technical violation. In 2008, the legislature made consent to this as a condition of parole. Project T.E.A.M. reports that Part 1 crimes in this high crime area have decreased approximately 23 percent since 2007; while this success can be attributed to a number of different factors, the police attribute much of it to the increased attention to parolees that stems from this partnership.

KEY ELEMENTS OF PARTNERSHIP: Problem-oriented approaches and focused deterrence

LAW ENFORCEMENT ROLE: Officers in the Ogden City Police Department meet with parolees when they are released from prison to discuss the expectation that they will abide by the terms of their parole and to advise them that they will be checked on frequently. To enhance the deterrence element of the partnership, the Ogden City Police Department pushed for legislation to broaden the police officers' search and seizure authority of parolees (see Appendix C for legislation copy).

COMMUNITY SUPERVISION ROLE: Probation and parole officers involved in the partnership identify potentially problematic parolees on whom the police should focus when they return to the community. This information sharing helps the police use their resources efficiently and focus their supervision efforts on the supervisees who have a high risk of reoffending.

PARTNERSHIP MEMBERS: The Ogden City Police Department, all law enforcement agencies within Weber County, the Utah Department of Corrections, the Weber County Adult Probation and Parole Office, Ogden City's Enterprise Community, Safe Haven, and the Utah Department of Workforce Services

SOURCES: Ashment 2009; La Vigne et al. 2006

Emphasis on Special Populations

What is it and why is it important?

Police and community supervision agencies can also partner with one another to focus particular attention on special populations of supervisees. Certain categories of parolees or probationers are of particular concern because of the risk they pose to public safety. This can be because they are more likely to recidivate than other groups under supervision or because the offenses they might commit, such as sex crimes and gang activity, are particularly violent or damaging (high-stakes individuals). Other populations, such as those with mental illness, may not be of greater risk to the community than the average supervisees, but they may have particular challenges that require specialized training or understanding. Depending on local priorities, any number of other populations might be prioritized, such as youthful offenders, domestic violence offenders, or driving under the influence (DUI) offenders.

How can it be implemented?

Partnerships focused on targeted populations rely upon the exchange of information, intelligence, and data described above. In addition, such partnerships benefit from the presence of specialized units dealing with the population in question, such as police gang units working with probation or parole officers supervising caseloads of gang-involved supervisees, or a probation or parole officer with a sex offender caseload coordinating with patrol officers in the areas where the supervision officer's clients reside.

Fugitive Apprehension

Many jurisdictions have developed police and community supervision partnerships to target special groups of probation and parole absconders. Because there are different types of absconders—some higher risk than others—it is important for police and community supervision officers to jointly determine which fugitives are the highest priority. Many police agencies have fugitive apprehension teams, and, in some jurisdictions, community supervision agencies have them as well. These teams can coordinate to target particular offenders. Multi-agency fugitive apprehension teams can be particularly effective because they allow jurisdictions to leverage more resources (both locally and through federal grant opportunities).

Police and community supervision agencies can also partner to target lower-risk fugitives. For example, the U.S. Marshals Service operates Fugitive Safe Surrender, which coordinates with law enforcement, corrections, supervision agencies, and various community partners to allow absconders wanted for nonviolent felony and misdemeanor offenses to surrender themselves in a neutral setting and have their cases adjudicated so that they can reenter the community safely. The program has been implemented in 17 jurisdictions in the United States. To learn more, visit the U.S. Marshals website: www.usmarshals.gov/safesurrender/.

Sex offenders

Sex offenders are a prime example of a high-stake group of probationers and parolees. Although rates of general recidivism among sex offenders are consistently lower than offenders in general (43 percent vs. 68 percent), sex offenders are four times more likely to be rearrested for sex offenses than offenders who have never been convicted of a sex offense (5 percent vs. 1 percent) (Langan, Schmitt, and Durose 2003). Partnerships that focus on sex offenders can target their specific risk and need factors. Sex offenders are perceived to be a particularly challenging group to monitor and supervise because the crimes they are at risk of committing are particularly severe. By partnering, police and community supervision agencies can combine their knowledge and resources to better supervise them in the community.

Supervisees convicted of sex offenses are a diverse population. They include people arrested for rape, statutory rape, sexual assault, child molestation, and other offenses (Ibid.). These crimes are very different from one another, yet in many states all of these individuals go through the same sex offender registration process, regardless of the fact that their risk factors for reoffending could vary greatly depending on both their previous conviction level and the nature of their prior offense. Supervision officers with sex offender-specific caseloads usually have extensive training and experience regarding the specific risk level and risk factors for different types of sex offenders. They can communicate that information to the police, alerting them about which supervisees are particularly dangerous and which might be linked to ongoing investigations of sex crimes in specific patrol areas.

Police and community supervision agencies can share intelligence and information on sex offenders in many ways. One effective method is to establish regular meetings or case conferences during which the officers can discuss individual sex offenders with one another in person and describe in detail the circumstances of the previous offense and the offender's progress on supervision. Officers can also share information through facilitating interagency access to databases that document specific criminal history, registration, and conviction-related information on sex offenders. This is often done at some level to facilitate sex offender registration and fulfill community notification responsibilities. In addition, police and supervision officers could work together to inform the community of the actual risk level of released sex offenders in their neighborhoods (information that is sometimes misconstrued by the universal requirement to register as a sex offender regardless of offense type).

Gang members

Gang members represent another special population on whom special attention is focused, due to their propensity toward violent reoffending. Partnerships between police and supervision agencies enable closer monitoring and quicker intervention for this population. The existence of gang units in large police agencies and enhanced supervision for gang member probationers and parolees offers the opportunity for collaborative efforts, such as the Southwest Los Angeles Gang Partnership:

Partnership Example Nine

The Southwest Los Angeles Gang Partnership

The Southwest Los Angeles Gang Partnership is between the Los Angeles Police Department (LAPD) Southwest Gang Unit and the Los Angeles gang agent in the California Department of Corrections and Rehabilitation Division of Adult Parole Operations (DAPO). The partnership, which has been in place since 2007, was put together in response to the creation of regional gang member-specific parolee caseloads, monitored using GPS technology. Both parole and police officers work together to identify gang members who should be put on the caseload, which actively monitors up to 20 parolees at once; the parole agency's decision to place certain gang members on the parolee caseload is based on the list of the 10 most violent gangs in the city, which is published by the LAPD Gang Unit. The partnership has two main goals: to decrease violent crime through the systematic deployment of resources and to encourage parolee compliance with their supervision conditions. The Southwest Division has documented a remarkable 41 percent drop in violent crime in the area, which police officers believe is attributable to their effective partnership with DAPO.

KEY ELEMENTS OF PARTNERSHIP: Special population focus and intelligence and information sharing

LAW ENFORCEMENT ROLE: The Gang Unit in the Southwest Division of the LAPD works with the local parole officer on gang reduction strategies. Both police and parole officers go out to patrol together on ride-alongs to interact with parolees in their neighborhoods; this has the benefit of providing the officers with opportunities to communicate with each other face-to-face about specific parolees. This interaction also lets the parolees know that the police and their parole officer communicate with one another, and that if police witness any bad behavior, they will report it to the parole officer.

COMMUNITY SUPERVISION ROLE: Parole officers have offices within the LAPD Southwest Precinct. While they work two to three days per week at the precinct, they spend most of their time in the field with police officers. This allows them to see their parolees in their communities, as opposed to only in the office. DAPO also maintains the GPS database that houses information on gang member parolees; parole officers also train the police in how to look at and use the GPS information because they have interagency access to it.

PARTNERSHIP MEMBERS: The Los Angeles Police Department and the California Department of Corrections and Rehabilitation Division of Adult Parole Operations

SOURCES: Gonzalez and Stone 2010

Most of the recognized gangs that operate in corrections facilities across the country have links to gangs in the community (ASCA 2009). Many prisoners (both those who were gang members in their communities and those who were not) identify with these gangs while they are in corrections facilities; however, prison and jail-based gangs vary in their degree of affiliation with street gangs, and membership in one may or may not lead to membership in the other (Ibid.). Often, a community supervision officer knows about a prisoner's gang involvement while he or she was incarcerated due to information received from the corrections facility. However, the supervision officer is not always aware of that supervisee's gang affiliation prior to incarceration; law enforcement can be extremely useful in communicating this information to community supervision officers, which in turn can better inform the supervision agency's method of supervising that parolee.

Even if police and supervision officers have the same information about a supervisee's gang affiliations, police and supervision agencies might have different methods of assessing gang problems, particularly when it comes to prioritizing the most serious gangs in a given city or neighborhood. By coordinating with one another, police and supervision officers can understand which high-risk gang members are most in need of monitoring and surveillance.

Probationers and Parolees with Mental Illness

Supervisees with a mental illness also make up a population that can be the focus of a partnership between police and community supervision agencies. Some innovative police agencies understand that a more treatment-oriented approach is needed when interacting with supervisees with mental health problems and whose risks to community safety can be better addressed in clinical settings. Many police departments have developed crisis intervention teams with trained officers who know how to deal with supervisees with a mental illness. This type of training allows police officers to provide the probationer or parolee with treatment alternatives to arrest and incarceration (Cordner 2006). While many people with a mental illness interact with the criminal justice system, jail or prison may not be the best place for them to get treatment; law enforcement can provide them with diversion opportunities before they even enter a place of incarceration—where their condition often worsens (Schwarzfeld, Reuland, and Plotkin 2008).

What Crisis Intervention Teams Do

In agencies with crisis intervention teams, the police appoint liaison officers to work with mental health professionals and hospital staff to divert those with a mental illness from the criminal justice system. In most jurisdictions, these liaisons respond to calls that involve someone with mental health issues. Their experiences with these offenders allow the liaisons to provide information to other patrol officers and develop location-specific crime prevention strategies that target repeat public order violators and individuals responsible for repeat calls for service. This coordination has been institutionalized in jurisdictions that have developed Crisis Intervention Teams. Memphis, Tennessee, was the first jurisdiction to do so in 1988. To learn more, visit the Memphis Police Department's website: www.memphispolice.org/Crisis%20Intervention.htm.

Probation and parole agencies have begun to adopt a similar model of using specialized caseloads with trained supervision officers who know how to evaluate and treat probationers and parolees with mental illnesses. These officers with specialized caseloads often collaborate with other justice system agencies and service providers, particularly when their probationers or parolees are placed on supervision through specialized court proceedings, like those in mental health courts (Skeem and Petrila 2004). These supervision officers understand the role that mental illness plays in the supervisee's interaction with the criminal or juvenile justice system and know that using problem-solving approaches (instead of simply threatening) is the best model to keep them compliant with the terms of their community supervision (Prins and Draper 2009).

Focused Deterrence

What is it and why is it important?

Focused deterrence is a crime control strategy that targets specific individuals and seeks to modify behavior by delivering sanctions for criminal activity or violations of supervision conditions with swiftness, certainty, and severity. Focused deterrence efforts usually attempt to increase all three elements of justice system responses for a tightly defined group. The strategy requires a significant amount of resources to focus on the problem individuals, and it requires other agencies to become involved in the effort. Research suggests that severity is not as powerful in affecting behavior as swiftness and certainty, suggesting that a tailored approach employing just swiftness and certainty could achieve the desired impact with fewer resources (Mendes 2004).

To follow through on the promise of swift and certain punishment as an immediate response to criminal behavior, the leaders of focused deterrence efforts need to identify groups that are both small enough to credibly promise consequences and sufficiently problematic enough that deterring them improves public safety meaningfully. If the identification of the target population is done well, it can mitigate the risk of alienating offenders and communities by avoiding an overly broad application of punishment, which allows the partners to establish the legitimacy of the intervention with the community. Resources need to be directed toward the detection of actions requiring a response, the immediate apprehension of those responsible, and the delivery of meaningful sanctions. Leaders of deterrence efforts also need to ensure that cooperation across agencies remains sustained and meaningful over time, and does not disintegrate after the immediate effects of the deterrence effort.

How can it be implemented?

With focused deterrence, police and community supervision officers work together as part of an interdisciplinary team⁶ to identify the individuals who might be responsible for or linked to the crimes in a particular area. Once these individuals are identified, both agencies work together to convince the offenders to desist from crime altogether and to deliver the sanctions promised to those who do not.

A well-known, successful focused deterrence partnership example, Boston's Operation Ceasefire was designed to reduce the rate of youth homicide in the city. Police and community supervision agencies were involved in the initiative and instrumental to its success. Operation Ceasefire increased enforcement of gun laws, but the central strategy involved deterring violence among neighborhood-based gangs. An analysis of youth homicide in Boston determined that a relatively small number of youth involved in such gangs were responsible for the vast majority of youth homicides in the city. Ceasefire is also a good example of a problem-solving effort consistent with the SARA model. By mapping the conflict network among the crews, the partners could determine the most active conflicts—those most likely to generate homicides.

Once this was done, the gang members were “called in” to a meeting at which they were informed that if another violent incident involving one of the members of the crew occurred, all would be subject to the maximum enforcement penalty possible. Such an approach is known as “pulling levers,” a reference to using all the possible criminal justice sanctions available as consequences to deter criminal behavior. Many gang members were under either parole or probation supervision (in both the adult and juvenile justice systems), and revocation was an important available lever. Those desisting from violence were offered the opportunity to engage with the community-based organizations to develop skills and provide access to legitimate opportunities for employment and other potential needs (Braga et al. 2001).⁷

⁶ Law enforcement and community supervision agencies are not the only representatives on this team. The jail or detention administrators, courts or releasing authority (including judges and pretrial officers), and various social service agencies need to be involved.

⁷ Ceasefire's design and effects are also summarized in Braga et al. 2001.

Hawaii's Opportunity Probation with Enforcement (HOPE) also employs focused deterrence to combat drug relapse and missed appointments among high-risk probationers. Probation agencies and the courts lead this effort to ensure that every failed drug test and failure to appear violation results immediately in a short jail stay. The Honolulu Police Department is a key partner, as their willingness to find and apprehend probationers who failed to report is vital to delivering swift and certain sanctions for that violation. This program differs from the majority of programs targeting drug-involved offenders because treatment is not a primary mode of responding to drug use; probationers need to have multiple failed drug tests before treatment is an option. An evaluation of the HOPE program showed that probationers under HOPE supervision reduced their number of failed drug tests by 80 percent within one month (and by 50 percent throughout the evaluation period) and had a re-arrest rate that was more than 50 percent lower than the comparison probationers (Hawken and Kleiman 2009).

Challenges for Police/Supervision Partnerships

A number of potential challenges exist for partnerships between police and community supervision agencies. While collaboration has tremendous value, it is not easy. It brings new resources to the table, but it also requires a meaningful investment from both sets of partners, particularly in the form of staff time and attention. Partners must also be willing to understand and accommodate each other's goals and modes of operating. While police and community supervision agencies share common goals with public safety agencies, they are sufficiently different, and those differences can create barriers to effective collaboration. None of these challenges are insurmountable, but potential partners should be aware of them and be prepared to implement strategies to reduce or eliminate them when possible.

As is the case with any collaborative effort, all representatives need to be willing to devote time and energy to making the partnership successful. Sharing information between agencies can require reworking data systems, which can be expensive. Many supervision officers are already faced with large caseloads, so devoting this extra time can be particularly challenging, and police officers sometimes work different hours than their probation and parole counterparts, so coordinating with one another can be difficult. All aspects of building and maintaining partnerships require staff time to attend meetings, communicate with counterparts in other agencies, and engage in other work above and beyond regular responsibilities. This is necessary and can be extremely rewarding, but it is also difficult in agencies with frequently overburdened staff.

Jurisdictional boundaries can also pose a challenge for partnerships between police and community supervision agencies. For example, a city police department may be one of many law enforcement agencies within the jurisdiction (county or state) of a community supervision agency. This can pose a significant challenge for probation and parole agencies because they have to navigate relationships with several different law enforcement agencies. If these police agencies have conflicting goals or agendas, working with all of them can be difficult for probation and parole agencies.

Friction can occur in a partnership, either because of lack of mutual understanding or differences in orientation. Police and supervision officers may be faced with conflicting agency goals (Murphy and Lutze 2009). For example, the police in a jurisdiction might think that getting supervisees off the street whenever possible is preferable, while probation and parole might be trying to keep them in the community whenever feasible provided that does not compromise public safety. This can result in conflicting ideas regarding how supervision agencies should respond to violations of the conditions of supervision. Many police officers become frustrated when they alert parole or probation officers to violations and nothing is done, at least from their perspective. Indeed, some potential partners might be overly focused on surveillance of supervisees and not necessarily on rehabilitating and reintegrating them. This can be problematic because supervision alone does not help people successfully complete probation or parole supervision, making its effect limited in the absence of rehabilitative support (Solomon et al. 2008).

Differences in orientation can be exacerbated by a history of mutual mistrust (Campbell 2008). Police and community supervision agencies might have a complicated history that stems from a lack of past collaboration, and these problems could create barriers to intelligence and information sharing. They may also be related to corrections issues, specifically efforts to reduce prison and jail populations. States and localities facing budget crises may be trying to reduce their corrections spending (i.e., reduce their prison and jail populations), thus putting pressure on community supervision agencies to revoke fewer people to jail or prison. These issues have implications for police and community supervision partnerships because the police may think probation and parole officers are not pursuing violations by their supervisees in an effort to keep corrections populations down. Whether this is true or only a perception, it could discourage good working relationships between police and community supervision agencies.

Lack of clear roles and responsibilities can also hinder effective collaboration. In many community-based partnerships in which law enforcement is involved, the police lack a clearly defined role, which leads to confusion and sometimes a failed partnership (Young, Taxman, and Byrne 2002). Law enforcement and community supervision agencies might also be concerned with expanding police and supervision officers' scope of authority through partnership, a process sometimes known as "mission distortion" or "mission creep" (Parent and Snyder 1999; Murphy and Lutze 2009). This concern can be addressed only by clearly articulating what each agency will be doing: e.g., creating specific memoranda that explicitly lay out the goals and responsibilities for each division of each agency in the partnership.

Defining clear roles and responsibilities also involves choosing the appropriate staff to participate in police/supervision partnerships. Certain supervision officers (e.g., those working with geographically based or special population caseloads) may have more reason to interact with police officers in specific precincts or units. Identifying the appropriate staff and coordinating with their counterparts to facilitate successful relationships is the responsibility of commanders and/or precinct heads and local supervision administrators.

In addition to clarifying the roles and responsibilities of those involved in the partnership, developing agreed upon partnership goals and objectives is important. All partners must be in agreement about what is expected of them and how they can measure mutual success in collaborating. Sometimes this means coordinating with other stakeholders to build a broader partnership effort. This can require police and supervision personnel to work with stakeholders who are targeting similar populations and share the same jurisdictional boundaries to determine clear partnership objectives that are relevant to local circumstances. This can range from working with community-based partners to reaching out to local leaders, such as city or county managers or local politicians involved in the justice system.

Perhaps the greatest challenge to interagency partnerships is making them sustainable over time. Many partnerships fall prey to funding reductions, which limit the availability of the resources they need to fully participate in them. Funding cuts also limit the ability of police and supervision agencies to deliver resources that can reduce the likelihood of recidivism. Each agency is forced to make difficult decisions, particularly when it comes to personnel, and struggle to use existing resources more efficiently. However, the nature of interagency partnership encourages police and community supervision agencies to share resources with one another, including funding from federal grants; this affords both agencies access to more resources than they would otherwise have.

Sometimes partnerships simply stagnate as the excitement of a new endeavor dissipates and the key staff involved move on to other positions within each organization. For this reason, formalizing and institutionalizing the partnership at multiple levels of each agency is necessary for sustainability over the long term. This is what makes interagency relationships resilient as turnover changes the specific individuals who were involved at the outset.

Overcoming each challenge and sustaining these partnerships over time is ultimately a matter of leadership. Partnerships can be established at many levels, but they continue and deepen only if the leaders (formal and informal) of the participating organizations commit to making them a priority, devote the resources necessary to make them flourish, and communicate their importance internally and externally through both word and action.

Conclusion

Despite these challenges, partnerships between police and community supervision agencies can be extremely worthwhile. As is the case with most interagency partnerships within the criminal and juvenile justice systems, proper planning is crucial to the success of partnerships between police and community supervision agencies (Cushman 2002). Without laying out a specific strategy and set of goals for the partnership, the agencies can succumb to a number of challenges and ultimately create a partnership that does not improve public safety. However, proper planning and agency-wide commitment to collaboration can prevent these partnerships from failing and sustain themselves over time.

As the examples in this guidebook illustrate, creative partnerships between police and community supervision agencies have been developed and implemented in jurisdictions across the country. The enthusiasm and pride that these agencies hold for their accomplishments are evident in their descriptions of the work they have accomplished. By collaborating in ways that take maximum advantage of the different knowledge, skills, and resources of the agencies, it is possible for both to jointly tackle some of the most difficult crime problems facing communities across the United States.

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Appendixes

Appendix A: Key Resources

American Probation and Parole Association. 2009. "Probation, Parole and Community Corrections: A Force for Positive Change." Resource kit for the 2009 Probation, Parole and Community Supervision Week.

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Appendix B: Sample Welcome Home Letter

Nashville East Precinct Welcome Home Letter

June , 2008

Mr.

Nashville, Tenn. 372

Dear Mr.,

We have been notified by the State of Tennessee Department of Correction that you have recently been released from custody and will be living in the East Precinct. On behalf of the East Precinct, I write to wish you success in your re-entry into the community. We hope you will join our efforts to make the communities of Nashville safe and peaceful for everyone.

We know that re-entry can be difficult. Finding employment and housing and the like can be challenging for those with criminal records. However, there are a number of government, faith-based and non-profit agencies ready to assist you. We encourage you to take advantage of these resources and that you not be lured back into criminal activity. We look forward to seeing you become a productive, law abiding citizen of our community.

Sincerely,

Robert Nash, Commander
East Precinct
Metropolitan Nashville Police Department
East Precinct Releasee Contact Program
Officer Directions and Working Script

Purpose of the Program:

To reduce recidivism of prison releasees by letting them know the police are aware of their release and know that they are residing in the East Precinct. Also, we will be providing the releasee with information about resources that may aid their re-entry into the community.

Officer Conduct:

Officers should be respectful and cordial as they deliver the Commander's letter. They should ask to speak privately with the release—away from family members or others. This program is to let the release know that we know they are back in the neighborhood with the hope this knowledge will help motivate the release to take up a productive, law-abiding life. At no time, shall an officer say that the MNPd will be watching them or make any other threatening remarks. We will also be providing the officer a resource list to deliver with the letter. The resource list will provide contact numbers for local agencies that provide employment, training and substance abuse assistance.

Introductory Script:

Mr./Ms. _____,

I am Officer _____. I am the officer that works this zone. We have been notified by the Department of Corrections that you were recently released from custody and living in the East Precinct. On behalf of the MNPd, we know you must be glad to be home and we hope you will be successful in re-entering the community and staying out of trouble. Commander Nash has asked me to share this letter with you.

(Officers shall not allow themselves to be drawn into any kind of argument)

RESOURCES:

Tennessee Dept. of Labor & Workforce Development 741-3780 x561 (Harold Davis)
500 James Robertson Pkwy.
11th Floor, Davy Crockett Tower
Nashville, TN 37234-1290
Harold.Davis@state.tn.us

Martha O'Bryan Center 254-1791
711 South 7th Street
www.marthaobryan.org

Organization whose mission is to help disadvantaged East Nashville families become self-sufficient through programs for youth development, family education, family services, community services, reading achievement, and an early learning center.

Nashville Adult Literacy Council 298-8060
4805 Park Avenue, room 211
www.nashvilleliteracy.org

A nonprofit group that provides tutoring for adults who read below a sixth-grade level.

Salvation Army 242-0411
631 North 1st Street
www.salarmy-nashville.org

Includes transitional housing, child care for homeless infants, overnight accommodations for homeless men, and emergency assistance with food, furniture, and clothing.

Crisis Center 244-7444

P.O. Box 40752

<https://secure.sitemason.com/www.fcsnashville.org/crisis.html>

Offers a crisis and suicide intervention line, telephone counseling, and referral services.

Offers support groups for survivors affected by suicides or sudden deaths.

Metropolitan Social Services 862-6400

523A Mainstream Dr.

www.nashville.gov/sservices

Responds to persons in need of assistance, opportunities and information when challenged by economic, social, or behavioral problems.

PUBLIC HEALTH CLINICS

Downtown Clinic for the Homeless 862-7900

526 8th Avenue South

East Public Health Center 862-7916

1015 East Trinity Lane

Lentz Public Health Center 340-5658

311 23rd Avenue North

www.nashville.gov/Health-Department.aspx

Woodbine Public Health Center 862-7940

224 Oriel Avenue

PUBLIC HOSPITALS

Metro General Hospital 341-4000

1818 Albion Street

www.nashville.gov/general_hospital/

Appendix C: Sample Search and Seizure Legislation

Warrantless searches regarding persons on parole.

(1) An inmate who is eligible for release on parole shall, as a condition of parole, sign an agreement as described in Subsection (2) that the inmate, while on parole, is subject to search or seizure of the inmate's person, property, place of temporary or permanent residence, vehicle, or personal effects while on parole:

(a) by a parole officer at any time, with or without a search warrant, and with or without cause; and

(b) by a law enforcement officer at any time, with or without a search warrant, and with or without cause, but subject to Subsection (3).

(2) (a) The terms of the agreement under Subsection (1) shall be stated in clear and unambiguous language.

(b) The agreement shall be signed by the parolee, indicating the parolee's understanding of the terms of searches as allowed by Subsection (1).

(3) (a) In order for a law enforcement officer to conduct a search of a parolee's residence under Subsection (1) or a seizure pursuant to the search, the law enforcement officer shall have obtained prior approval from a parole officer or shall have a warrant for the search.

(b) If a law enforcement officer conducts a search of a parolee's person, personal effects, or vehicle pursuant to a stop, the law enforcement officer shall notify a parole officer as soon as reasonably possible after conducting the search.

(4) A search conducted under this section may not be for the purpose of harassment.

(5) Any inmate who does not agree in writing to be subject to search or seizure under Subsection (1) may not be paroled until the inmate enters into the agreement under Subsection (1).

(6) This section applies only to an inmate who is eligible for release on parole on or after May 5, 2008.

Utah Code: www.le.utah.gov/UtahCode/title.jsp

Title 77 Utah Code of Criminal Procedure:
www.le.utah.gov/UtahCode/chapter.jsp?code=77

Chapter 23 Search and Administrative Warrants:
www.le.utah.gov/UtahCode/section.jsp?code=77-23

Section 301 Warrantless searches regarding persons on parole:
www.le.utah.gov/~code/TITLE77/htm/77_23_030100.htm

Enacted by Chapter 357, 2008 General Session

Appendix D: Sample Liaison Officer Job Description

Job Description for the Redlands PACT Officer

Description

Under general supervision, in a demanding environment that utilizes a variety of flexible work schedules, to perform assignments in law enforcement/prisoner reentry work as a police officer, involving, but not limited to, patrol, crime prevention, community relations, community policing, narcotics, MET, FTO and investigations; serve as a training officer for less experienced personnel; conduct crime scene searches and gather evidence; act as a special unit coordinator when required; review and approve police reports related to specific parole cases; perform administrative duties and do related work as assigned. In addition to the aforementioned duties, the PACT Officer is assigned the principal responsibility within the Redlands Police Department for helping the California Department of Corrections and Rehabilitation (CDCR) parole agents assigned to Redlands manage the parole population within Redlands. This position serves as the primary operational liaison between the RPD and CDCR. This position requires an exceptionally high level of personal discipline and commitment to the concept of prisoner reentry.

Duties

Assist parole agents and the RPD Drug Court Officer with the day-to-day tasks involved in effectively supervising parolees and drug court participants (for purposes of this job description the word “parolee” shall also be construed to include “drug court participants”). These tasks include, but are not limited to, interviewing parolees; participating in, or leading, parolee “orientations;” assisting parolees in a wide breadth of activities that are aimed at facilitating their attempt to successfully re-integrate into society via work, housing, educational, family re-integration, drug treatment and personal counseling opportunities; conducting home visits; monitoring and/or administering parolee drug tests; transporting parolees in RPD vehicles; organizing and supervising community service opportunities for parolees; conducting parole-related operational briefings; assisting other RPD members in their investigative efforts concerning parolees; assisting in parole-related training for all RPD members; assume leadership and supervisory responsibilities relative to police/parole issues; conduct presentations to police, parole, community and groups; providing liaison services for various police and community groups focused on prisoner reentry; preparing research and staff reports as assigned; performing the duties of the “Police Officer” and “Field Training Officer” classifications; assuming the role of “case agent” in specified investigations involving parolees; direct operations until relieved by a superior; write complete comprehensive reports; prepare accurate diagrams for presentation to the District Attorney’s Office for use in court; assist the District Attorney in preparing and presenting cases in court; and obtaining complaints and search/arrest warrants.

Minimum Requirements

This position is open to all non-probationary, Redlands police officers who have demonstrated a clear understanding of, and commitment to, the concepts and principles of successful parolee reentry. Successful candidates for this position will demonstrate exceptional policing skills, theoretical knowledge of reentry concepts and personal commitment to facilitating successful parolee reentry and effective parole supervision. This position requires an exceptionally high level of personal discipline and commitment to the concept of prisoner reentry. Only those candidates demonstrating these key attributes and the ability to work effectively in a loosely supervised environment will be successful.

Intended for all levels of law enforcement and community supervision personnel, *Promoting Partnerships between Police and Community Supervision Agencies* describes how these organizations build partnerships to enhance public safety. The first section of this guidebook discusses the various contributions and benefits each agency can bring to a partnership; the second discusses the key elements of partnership; and the third identifies challenges both agencies might encounter. Provided throughout the guidebook, examples of partnerships in the field offer tangible illustrations of how police and community supervision collaboration can be structured.



COPS★

Community Oriented Policing Services
U.S. Department of Justice

U.S. Department of Justice
Office of Community Oriented Policing Services
145 N Street NE
Washington, DC 20530

To obtain details about COPS Office programs, call the
COPS Office Response Center at 800-421-6770.

Visit COPS Online at www.cops.usdoj.gov.

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