

EVALUATING THE PROTOTYPICAL ISP

Final Report

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by

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EXECUTIVE SUMMARY

This report represents the culmination of a long-term project involving the development and evaluation of a "prototypical model" of an intensive supervision program (ISP) in two program sites. It summarizes the research and events leading to the development of the prototypical model, describes the model, reports on the nature and results of the study, and concludes with a discussion of policy implications and recommendations for future research.

The present study extends previous research in several ways. First, as suggested by Petersilia, Turner, and Deschenes (1992), it provides an opportunity for testing a refined model of ISP that includes "high doses of both treatment and surveillance-oriented activities" (p. 48). Second, and relatedly, it looks into the "black box" of ISPs and examines which programmatic aspects are most effective in reducing recidivism. Third, by measuring the intermediate outcomes of progress in case objectives, changes in employment, and drug use this study provides an opportunity to examine the extent to which the prototypical ISP addresses offender needs, and, in turn, if changes in these needs are related to reductions in recidivism.

A process evaluation was conducted to assess the degree of implementation and the quality of the programs. In addition to quantitative data on participating offenders and program activities, interviews were conducted with key agency stakeholders and program assessments were conducted on the ISP and selected service providers. The instrument used for these assessments was the Correctional Program Assessment Inventory (CPAI), an instrument designed to measure the extent to which programs meet certain principles of correctional intervention (Gendreau and Andrews 1994). Finally, two separate officer attitude surveys were administered to ISP and regular supervision officers at both sites. The first survey was an attitude survey which consisted of 33 semantic differentials designed to measure officers' attitudes about the goals of supervision, officer roles, and supervision strategies. The second survey, a simulated behavioral measure, consisted of a case scenario followed by 47 questions detailing how officers would handle this client. Two scales

were developed with the scores reflecting the officers' preferences for control or treatment tasks in the supervision of offenders.

The outcome evaluation compares the performance of offenders randomly assigned to either regular supervision or ISP and examines factors related to success. Project funds were allocated to the program site for the purpose of hiring an on-site data collector who completed an intake instrument and a quarterly progress/termination report on each offender. The study involved three main categories of independent variables including offender characteristics, program activities, and officer characteristics and attitudes. Multiple dependent variables were examined. Intermediate outcomes included progress on case objectives, change in employment over time, percent of positive drug tests, and whether or not an offender absconded during supervision. Three measures were employed to adequately tap the concept of recidivism including any technical violation, any new arrest, and success on supervision.

The final sample includes 210 ISP cases and 191 regular supervision cases. The random assignment of cases began in February 1996 and continued through December 1997. Data were collected through May 1997 resulting in a variable follow-up period of 5 to 15 months. The findings of this evaluation can be summarized as follows:

- C For the most part, the target population for ISP was appropriately high risk. Significant differences in offender characteristics suggest that the Northeastern sample was comprised of higher risk offenders than the Midwestern sample.
- C The results of the stakeholder interviews suggest that the organizational climate and philosophy in the Midwestern site is more supportive of the prototypical ISP as compared to the Northeastern site.
- C The CPAI results for the ISPs and service providers in the Midwestern site reflect a better understanding and incorporation of the principles of effective intervention than in the Northeastern site. Offenders in the Midwestern site, therefore, received higher quality services than offenders in the Northeastern site.

- C As compared to the regular supervision group, the ISP group received a significantly higher level of supervision contacts and services.
- C ISP officers had a stronger treatment orientation than regular supervision officers.
- C The data suggest that participation in ISP leads to more improvement in substance abuse and to more overall improvements in case objectives.
- C Reductions in criminogenic needs (substance abuse and employment) contributed to fewer arrests and better case outcomes.
- C The technical violation rates were similar across study groups with a high percentage of offenders in both groups having at least one technical violation. Very few of the technical violations led to any formal action.
- C There were no significant differences between study groups in the percentage of offenders with any arrest: 38.6 percent of the ISP group had at least one arrest as compared to 40.3 percent in the regular supervision group.¹
- C There were no significant differences between groups in the percentage of offenders who succeeded on supervision: 60.5 percent of the ISP group was successful on supervision as compared to 62.3 percent of the regular supervision group.²
- C Offenders in the Northeastern site were significantly more likely to be arrested or to fail on supervision than offenders in the Midwestern site even after controlling for offender risk.
- C Bivariate analyses revealed that non-white offenders, offenders with higher criminal history scores, and offenders with higher need scores were significantly more likely to be arrested and to fail on supervision. These relationships, however, were not found to be significant in multivariate analyses that controlled for site.
- C t-tests and chi-square analyses revealed no significant differences in the level of contacts and services provided between offenders who were arrested and offenders who were not or between offenders who were successful or unsuccessful on supervision.

¹The recidivism data reported is restricted to a relatively short follow-up period (O=7.16) and should be viewed with caution.

²The data on supervision outcome is restricted to a relatively short follow-up period (O=7.16) and should be viewed with caution.

C Bivariate analysis revealed that younger officers and officers with a stronger treatment orientation contributed to an increased likelihood of offender arrest and failure on supervision. These relationships, however, were not significant in multivariate analyses that controlled for site.

The findings are consistent with earlier evaluations of ISP in two key regards. First and most importantly, there are no significant differences between groups in the percentage of offenders with new arrests. The other similarity with previous ISP research is that ISP was found to lead to more improvements in criminogenic needs, and in turn, these improvements were associated with having no arrest and success on supervision. Byrne used such findings from his evaluation of a Massachusetts ISP to argue for "strong support for crime control through treatment."

In contrast to previous ISP research, there were no significant differences in the number of technical violations or in the number of offenders returned to prison for technical violations. Given the systemic costs of high return rates (e.g., crowding, budget constraints), this finding should be viewed as an improvement over past ISP practices which returned ISP offenders to prison for technical violations at a much higher rate than regular supervision offenders (see Turner and Petersilia 1992).

The findings regarding significant differences between sites in the percentage of new arrests and failure on supervision suggests that quality of intervention may be more important than quantity. Although the Northeastern sample received more contacts and services, they were significantly more likely to be arrested or to fail on supervision even after controlling for offender risk. Offenders in the Midwestern site received fewer services but of a higher quality.

Based on the findings reported here, it is suggested that future research focus on three key issues. The first issue concerns the measurement of additional intermediate outcomes. Intermediate outcomes can be measured through assessment and reassessment with a risk/need instrument that

includes dynamic factors or through other pre- post measures of change. The second suggestion for future research is to measure the dosage of intervention provided to offenders. This evaluation falls short of adequately measuring the amount of treatment provided to offenders. Third, a longer follow-up period is needed to examine the persistence of program effects.

These results confirm earlier research which suggests the importance of targeting improved substance abuse as a means of reducing recidivism. Furthermore, they represent an improvement over evaluation results of earlier models which found that a sole focus on surveillance-oriented measures resulted in more technical violations and more offenders in ISP being returned to prison. These two findings suggest the potential for improved outcomes through additional research and refinement of the model.

EVALUATING THE PROTOTYPICAL ISP

Since 1980 we have seen a procession of intermediate sanction programs including intensive supervision, electronic monitoring, day reporting, and boot camps. Advocates for each of these programs have boldly promised that they will alleviate prison crowding, reduce system costs, and protect the public by maintaining community safety and reducing recidivism. Research challenges the extent to which these deterrence-based strategies are capable of delivering such positive outcomes (Baumer and Mendelson 1991; McKenzie 1994; Petersilia and Turner 1993). Still, the programs survive because of broad-based support from legislators, judges, and policy makers who need to conserve correctional resources and remain tough on crime. Recognizing the popularity of such programs, the Office of Justice Programs embarked on national research and development projects for the enhancement of various correctional options. This report represents the culmination of a long-term project involving the development and evaluation of a "prototypical model" of an intensive supervision program (ISP) in two sites, one in a Midwestern state and one in a Northeastern state. It will first summarize the research and events leading to the development of the prototypical model and describe the model. Next, it will report on the nature and results of the study. Finally, the report will conclude with a discussion of policy implications and recommendations for future research.

PROJECT BACKGROUND

In 1993, the Bureau of Justice Assistance awarded a grant to the American Probation and Parole Association (APPA) to develop a prototypical model of ISP. APPA convened a work group of researchers, probation and parole administrators, and line staff to develop a knowledge based model of ISP that bridged the gap between theory and practice. The resulting model is based on lessons learned from two primary bodies of literature: recent ISP research and research on the

principles of effective intervention. This section of the paper summarizes the research findings from these two bodies of literature and describe the prototypical model of ISP.

ISP Literature

ISP dates back to the 1960s when it was designed primarily as a probation management tool to examine the effectiveness of various caseload sizes (Petersilia and Turner, 1990). Rehabilitative interventions were the primary focus of these programs while punishment and community protection were seen as secondary goals. A key finding of early ISP experiments was that intensive supervision was difficult to achieve because of interference from other duties, and because officers were unsure of what to do with the extra time created by reduced caseloads (Banks, Porter, Rardin, Sider, and Unger 1976; Clear and Hardyman, 1990; Neithercutt and Gottfredson, 1975). Furthermore, when intensive levels of supervision were achieved, offenders in ISP were found to have similar or marginally lower arrest rates and more technical violations than offenders under regular supervision (Banks et al., 1976; Carter and Wilkins, 1976; Neithercutt and Gottfredson, 1975). These findings led to the demise of early ISPs.

ISPs emerged again in the 1980s in response to prison crowding and budget constraints. The Georgia Department of Corrections was the first to reintroduce the concept of ISP in 1982, with most states following suit throughout the 1980s. This model of ISP, often called the Georgia Model, was developed as an alternative sanction for offenders who would have otherwise gone to prison. The emphasis was on controlling the offender in the community through the use of punishment and surveillance-oriented measures including frequent contact, drug testing, curfews, electronic monitoring, and stringent responses to technical violations. Treatment components and other service-oriented components generally received a lower priority. This surveillance-oriented

ISP continues to be the prominent model within the United States.

Many ISP evaluations have revealed an increase in technical violations for ISP offenders as compared to offenders placed in other sentencing options, but no significant differences in the new offense rate (Erwin 1987; Petersilia and Turner 1993; Wagner and Baird 1993). Tonry and Will (1988) use such evidence to say that community protection has at least not been compromised by ISPs. Wagner (1989) goes further to argue that ISP does reduce criminal activity among its offender population because of the increased ability to detect and respond to violations. He found that although offenders in Wisconsin's High Risk Offender Program (HRO) had higher rates of supervisory failure than a control group of offenders under traditional parole supervision, the failures in the HRO groups were primarily because of technical violations, whereas the control group's failures predominantly resulted from new criminal convictions. Wagner concludes from these findings that HRO "suppressed criminal behavior by preempting it with technical violations" (p. 26) and thus increased public safety by reducing criminal activity among a high risk group of offenders.

This stringent response to violations, however, limits the diversionary effect of ISPs, and relatedly, the degree to which a cost savings can be realized by ISP. In fact, considering net widening, ISPs appear to increase, rather than decrease, the costs for some offenders. Hence, the control orientation of current ISPs may undermine the very goals that served as the impetus for this second generation of ISPs.

Most evaluations suggest that increased contact alone does not make a difference in terms of overall recidivism rates. Even when intensive levels of supervision were achieved in the early rehabilitation-oriented ISPs, closer contact did not lead to improved recidivism rates for ISP offenders (Banks et al. 1976; Neithercutt and Gottfredson 1975). Results are similar when

examining the surveillance-oriented Georgia model. In their 14-site randomized ISP experiment RAND found that the level of face-to-face contact with offenders ranged from 2.7 contacts per month in Contra Costa County, California to 22.8 contacts per month in Waycross, Georgia. A comparison of recidivism rates both within and across sites reveals no relationship between the level of contact and recidivism: no differences were found in the recidivism rates of ISP and comparison group offenders within sites despite significant differences in the level of contact; and the recidivism rates in Seattle, Washington and Macon, Georgia were both about 46 percent with the Seattle program conducting 3.4 contacts per month and the Macon program conducting 16.1 contacts per month (Petersilia and Turner 1993).

In contrast, several evaluations have revealed a relationship between participation in treatment and services and reduced recidivism rates (Byrne and Kelly 1989; Johnson and Hunter 1992; Jolin and Stipak 1992; Pappozzi, n.d.; Pearson 1987; Petersilia and Turner 1993). Although participation in treatment and services was generally low across the RAND sites, there was an indication of a relationship between such participation and recidivism reduction. Supplementary analyses of data in the California and Texas sites revealed "that higher levels of program participation were associated with 10-20 percent reduction in recidivism" (Petersilia and Turner 1993:8).

In sum, ISP as currently designed, fails to produce significant reductions in recidivism, alleviate prison crowding, or reduce correctional costs. There does, however, appear to be a relationship between greater participation in treatment and employment programs and lower recidivism rates. Considering this latter research finding, a more meaningful form of crime control seems to be the provision of assistance and services for offenders (Lawrence 1991). Research on principles of effective intervention provides additional evidence regarding the potency of

rehabilitative activities in reducing offender recidivism.

Principles of Effective Intervention

Over the past two decades, numerous authors have conducted literature reviews and meta-analyses to examine the effectiveness of various correctional interventions (Palmer 1992). Despite the inclusion of different studies and the variety of techniques used in the analyses, the conclusions drawn by these authors are strikingly similar: those programs that lead to a reduction in recidivism possess several common characteristics (Andrews, Zinger, Hoge, Bonta, Gendreau, and Cullen 1990; Gendreau and Andrews 1990; Izzo and Ross, 1990; Lipsey and Wilson 1997). These characteristics are often referred to as "the principles of effective intervention" (Andrews et al. 1990; Gendreau and Andrews 1990; Gendreau 1996). They include:

1. Effective interventions are behavioral in nature. A well-designed behavioral program combines a system of reinforcement with modeling by the treatment provider to teach and motivate offenders to perform prosocial behaviors. Additionally, problem solving and self-instructional training may be used to change the offender's cognitions, attitudes, and values that maintain antisocial behavior.
2. Offenders should be matched to services based on their level of risk, criminogenic needs, and personal characteristics.
 - C Levels of service should be matched to the risk level of the offender. Intensive services are necessary for a significant reduction of recidivism among high risk offenders, but when applied to low risk offenders intensive services produce a minimal or negative effect.
 - C Offenders should be matched to services designed to improve their specific criminogenic needs such as antisocial attitudes, substance abuse, family communication, and peer

associations. Improvements in these areas will contribute to a reduced likelihood of recidivism.

- C Treatment approaches and service providers are matched to the learning style or personality of the offender, and the personality characteristics and relationship styles of the service provider are matched with the program. For example, high anxiety offenders do not generally respond well to confrontation (Warren 1983), and offenders with below average intellectual abilities do not respond to cognitive skills programs as well as offenders with above average or high intellectual abilities (Fabiano, Porporino, and Robinson 1991).
3. Services for high-risk offenders should be intensive, occupying 40 to 70 percent of the offenders' time over a 3 to 9 month period.
 4. The program is highly structured, and contingencies are enforced in a firm but fair way: Staff design, maintain, and enforce contingencies, internal controls are established to detect possible antisocial activities, and program activities disrupt the criminal network and prevent negative peers from taking over the program.
 5. Officers relate to offenders in interpersonally sensitive and constructive ways and are trained and supervised appropriately.
 6. Officers monitor offender change on intermediate targets of treatment.
 7. Relapse prevention is employed in the community to monitor and anticipate problem situations, and to train offenders to rehearse alternative behavior.
 8. High levels of advocacy and brokerage occur if community services are appropriate.

Meta-analyses of correctional interventions have found that programs which meet these principles are achieving, on average, a recidivism reduction of 50 percent (Andrews et al. 1990).

Interventions that depart from these principles have a dismal success rate. For example, a meta-analysis of studies on punishment and deterrence-based programs such as intensive supervision, boot camp, scared straight, and electronic monitoring programs revealed that these strategies produced slight increases in recidivism (Gendreau and Little 1993). This research provides a clear direction for correctional programming. It suggests that public safety interests may be better served by shifting the emphasis of popular intermediate sanction programs from deterrencebased strategies to the provision of intensive services. The next section of this paper describes a prototypical model of intensive supervision designed to reflect these principles of effective intervention.

The Prototypical ISP¹

The conceptual framework for the prototypical ISP emphasizes the provision of intensive services designed to address offenders' criminogenic needs and a balanced approach to supervision (Fulton, Stone, and Gendreau 1994). Critical elements include: a high risk/need target population identified through the use of a reliable risk/need instrument; small caseloads; frequent "substantive" contact, systematic case review, a system of positive reinforcement, a system of control and accountability; an available range of correctional interventions that meet certain principles of effectiveness; community involvement; ISP officers serving as facilitators and advocates; an objectives-based management system; and a sound means of program evaluation.

The integrity of the prototypical model of intensive supervision depends on a complete ideological and behavioral shift. Officers vary their activities from those currently conducted in

¹ For a more detailed description of the prototypical ISP see Fulton, B., Stone, S., and Gendreau, P. (1994) or Fulton, B. Gendreau, P. and Paparozzi, M. (1995).

surveillance-oriented ISPs. Although surveillance activities continue to be an important element of the prototypical ISP, they are more purposeful; instead of merely "watching and catching" offenders, surveillance is designed to monitor offender's social milieu and their progress in rehabilitative programming. Officers engage in frequent but "substantive" contact with offenders aimed at assistance and problem resolution. Furthermore, in contrast to the sole focus on negative consequences for noncompliant behavior, officers also use positive reinforcement to promote behavioral change. In the prototypical model of intensive supervision, officers serve as advocates for offenders in the community by developing resources and facilitating offender reintegration. They engage in modeling and counseling with offenders to encourage prosocial behavior and to reduce offender risk. As implied in the balanced approach to supervision, their arsenal of techniques includes a range of sanctions to control offenders in the community and to hold them accountable for their behaviors, and if necessary, to remove offenders from the community in the interest of public protection.

This model was based on the belief that a balanced approach to supervision would lead to the achievement of short-term in-program crime control while also achieving the long-term goals of behavioral change. It has been implemented in approximately ten sites across the nation. The next section of this paper will describe the nature and results of an evaluation designed to test this refined model of ISP.

THE PRESENT STUDY

The present study was designed to assess the effectiveness of the prototypical model of ISP in two local agencies. It extends previous research in several ways. First, as suggested by Petersilia et al. (1992), it provides an opportunity for testing a refined model of ISP that includes "high doses

of both treatment and surveillance-oriented activities" (p. 48). Past studies of ISP have examined models that focused on one or the other. Second, and relatedly, it looks into the "black box" of ISPs and examines which programmatic aspects are most effective in reducing recidivism. That is, what accounts for reductions in recidivism -- increased supervision contacts, increased services in general, substance abuse treatment specifically, or officer attitudes toward supervision? Third, by measuring the intermediate outcomes of progress in case objectives, changes in employment, and drug use this study provides an opportunity to examine the extent to which the prototypical ISP addresses offender needs, and, in turn, if changes in these needs are related to reductions in recidivism.

Research Questions

The process evaluation included both qualitative and quantitative measures to assess the degree of implementation and the quality of the programs. The outcome evaluation compares the performance of offenders randomly assigned to either regular supervision or ISP and examines factors related to success. The specific research questions addressed are listed below with a brief discussion about their importance to the overall study.

Are the Participating Offenders High Risk/Need? According to the risk principle, levels of service should be matched to the risk level of the offender (Andrews and Bonta 1994). This principle is based on the research finding that intensive services reduce the recidivism of higher risk/need offenders by twenty to fifty percent while producing virtually no effect for lower risk/need offenders (Andrews, Bonta, and Hoge 1990). Furthermore, there is the possibility of an "interaction effect" occurring when ISPs target low risk offenders, with the additional controls actually being harmful to them (Clear and Hardyman 1990). Given this, a key component of the prototypical ISP is the use of a validated risk/need assessment instrument for identifying a high risk/need population.

By measuring the risk level of offenders in the study groups we can ensure that the appropriate offenders are being targeted for participation and examine relationships between risk level and program outcomes.

Do the ISPs Meet the Principles of Effective Intervention? As discussed above, successful programs are almost invariably behavioral in nature and apply certain principles of effective intervention (Gendreau, Cullen, and Bonta 1994). The prototypical ISP was designed according to these principles. By assessing the degree to which program implementation is congruent with program design we can better determine whether outcomes are the result of the program model or program implementation (Van Voorhis, Cullen, and Applegate 1995).

What are Stakeholder Attitudes Toward the Prototypical ISP? As indicated, the full implementation of the prototypical ISP requires an ideological shift from deterrence-based ISPs. The program climate and the extent to which key stakeholders (e.g., administrators, judges, parole board members, staff) accept the philosophy and strategies of the new program can potentially influence program outcomes (Van Voorhis, Cullen, and Applegate 1995). Information regarding stakeholder attitudes is used to describe the program context and to supplement the quantitative program data.

Are the ISPs More Restrictive and Intensive than Regular Probation Units? Previous ISP research has found no relationship between the level of program intensity and recidivism (Neithercutt and Gottfredson 1974; Petersilia and Turner 1993), causing people to question the efficacy of continuing ISPs. Deterrence-based ISPs focused on increasing the intensity of control-oriented components including various types of supervision contacts and drug testing (Petersilia and Turner 1993). The prototypical ISP incorporates a balanced approach and, therefore, is concerned with increased levels of both supervision and services. Testing the relative effectiveness of

different levels of supervision and services can lead to important policy implications.

Is the Prototypical ISP Effective in Treating the Needs of Offenders? The prototypical ISP is designed to promote long-term behavioral change by addressing offenders' criminogenic needs. Therefore, it is important to examine intermediate outcomes such as changes in employment, education, and drug use as indicators of program success. By focusing on outcomes more directly linked to program components, conclusions can be drawn about which aspects of the program lead to the ultimate goal of reduced recidivism (Boone and Fulton 1995).

Does the Prototypical ISP Maintain Public Safety? Having found no significant differences in the new offense rates of offenders in ISP and comparison groups, researchers have concluded that community protection has at least not been compromised by ISPs (Baird and Wagner 1990; Erwin 1987; Tonry and Will 1988). It is hypothesized that the prototypical ISP will be more effective in reducing recidivism because of its focus on the provision of intensive services designed to address offenders' criminogenic needs.

How Effective are Specific Components of the ISP? The RAND evaluation was designed to test an entire ISP "package" and, therefore, did not examine the effectiveness of any particular component (Petersilia and Turner 1993). Upon conclusion of the evaluation, Petersilia and Turner (1993) recommended that future research focus on examining the impact of various ISP components on offender behavior. Without this information, there is very little basis for program modifications. The primary issue in the present study, is to measure the relative effectiveness of services and more traditional components of ISP such as field visits and drug testing. Officer attitudes were also examined as a programmatic aspect that could influence outcomes. Past research has suggested that an officer's attitudes toward control or assistance tasks and roles influence the type and the number of supervision objectives that officers set for clients (Clear and O'Leary 1983) and an officer's

decision to revoke (Dembo 1972; Duffee 1975; Katz 1982).

Is the Prototypical ISP More Successful With One Type of Offender or Another? The notion of treatment matching, or differential treatment, suggests that an offender's risk, needs, and personal characteristics should be considered in program placement (Andrews and Bonta 1994; Palmer 1992). It also suggests that some programs are more successful with certain types of offenders and not at all successful with others. Many programs are concluded to be failures when, in actuality, they did work with some offenders (Van Voorhis, Cullen, and Applegate 1995). The primary focus here will be to identify offender characteristics that are associated with success.

Site Descriptions

The present study was conducted in two separate community supervision agencies. In the early 1990s the American Probation and Parole Association with the support of the Bureau of Justice Assistance provided technical assistance and training for intensive supervision programs. An outgrowth of this project was the development of a prototypical, balanced supervision model for ISP in five states. Each of these states was invited to apply to participate in this evaluation. Applicants had to agree to a random assignment model. In the end two sites applied and were accepted.. Both agencies implemented the prototypical model of intensive supervision resulting in programs that are very similar in terms of their focus and primary program components. There are, however, several program variations and agency differences that deserve mentioning.

Northeastern Agency. The northeastern agency is a large urban probation department under the direction of the states' Administrative Office of the Court. This agency was shifting to the prototypical model of ISP from an existing intensive supervision drug unit with a zerotolerance philosophy. Officers involved in the earlier surveillance-oriented intensive supervision drug unit are now involved in the prototypical model of ISP. Seven ISP officers are each responsible for a

caseload of 25 high-risk offenders. They operate out of a central office with much of their time spent in teams of two visiting offenders in their homes or places of employment. They have adopted a brokerage model of supervision whereby the officer is responsible for assessing the offender's needs and referring the offender to outside services for treatment. The officers have established collaborative relationships with local drug and alcohol treatment agencies and a local employment placement program.

The ISP officers work in isolation from the 38 regular supervision officers within the department. Interviews with unit supervisors revealed a distinct division between the two units. The additional treatment resources, surveillance equipment, and salary paid to ISP officers is a source of resentment for regular supervision officers each responsible for a caseload of 200 clients. Interviews with supervisors and administrators revealed that the ISP officers have struggled with the ideological shift from the surveillance-oriented ISP to the prototypical ISP but that the additional salary, flexible schedule, and periodic training serve as motivation.

Midwestern Agency. The Midwestern agency is a rural agency responsible for the supervision of probationers and parolees within five counties, and administered jointly by the State Department of Corrections and the local judiciary. Unlike the northeastern agency, this agency was developing a prototypical model of ISP where no ISP existed previously. Experienced probation and parole officers were selected to serve as ISP officers. Four ISP officers are each responsible for a caseload of 20 high risk offenders. As in the case of the northeastern agency, the ISP officers in this agency refer offenders to outside services for treatment. However, many services including a cognitive skills development program, a “batterers group”, and Treatment Alternatives to Street Crime (TASC) are offered in-house. The ISP officers are trained facilitators for the cognitive groups.

One ISP officer has been assigned to each of the four offices in the judicial district and, as such, officers work closely with the regular supervision officers and the TASC liaison at each site. In contrast to the resentment found in the northeastern agency, the atmosphere within the Midwestern agency is one of support and concern for ISP officers who are believed to be overburdened with these high risk caseloads and intensive program requirements.

METHODS

Random Assignment Procedures

An experimental design was used to test the relative effectiveness of ISP and regular probation/parole supervision. Each program site was responsible for identifying all offenders eligible for ISP based on their pre-established agency-specific selection criteria.² According to the prototypical model, eligible offenders had to be high risk as determined by the agency's risk assessment instrument (see appendix). Once an offender was found eligible for ISP, his name, social security number, agency case number, risk score, and release/sentencing date were recorded on a "random assignment checklist" (RAC). The RAC was then faxed to the researchers for random assignment to ISP (experimental group) or regular probation (control group).³ Results of the random assignment were recorded on the RAC and faxed back to the agency within one business day at which time case supervision began. Verification of study procedures revealed that the random assignment of cases was violated on three occasions. All three cases were omitted from

²Both agencies were the gatekeepers to specialized programs within their respective agencies. That is, all offenders were sentenced or released to general probation/parole supervision with decisions regarding specialized programming left to the agencies' discretion based on initial risk assessment.

³A random assignment list was prepared prior to study based on a series of coin tosses.

the study.

Risk assessment was conducted by personnel at each site consistent with their agency practices. In keeping with the prototypical ISP model, assignment to intensive supervision was restricted to higher risk offenders. Risk assessment instruments were reported to have been validated in each jurisdiction. Regardless of predictive accuracy, random assignment assures comparability between treatment and control groups.

Sample

A total of 404 cases were randomly assigned to a study group (Table 1). The Midwestern sample included 102 ISP cases and 99 regular supervision cases. The Northeastern sample included 94 ISP cases and 109 regular supervision cases. The focus of this report will be on differences in the overall sample of ISP offenders (n=210) and regular supervision offenders (n=191) although differences in groups within sites and across sites will be noted where appropriate.

Table 1: Case Distribution

Group	Midwestern Site	Northeastern Site	Total
ISP	101 (51.0%)	109 (53.7%)	210 (52.4%)
Regular	97 (49.0%)	94 (46.3%)	191 (47.6%)
Total	198	203	401

Data Collection

For consistency and reliability it is preferable for the evaluators themselves to collect and maintain the data. However, this would be cost prohibitive. To compensate, project funds were allocated to each site for the purpose of hiring an on-site data collector. Two types of data collection forms were completed on each offender in both study groups. The intake instrument included data on the offenders' social and criminal history, treatment needs, and the nature and

disposition of the current offense. Quarterly progress/ termination reports were completed every three months. They included information on the offender=s case plan, services provided, progress on case objectives, technical violations, new arrests, and status at the end of the quarter. Other data collection activities included stakeholder interviews and program assessments conducted by the researchers. Program assessments were conducted on the ISPs themselves and on selected service providers using the Correctional Program Assessment Inventory (CPAI), an instrument designed to measure the extent to which programs meet certain principles of correctional intervention (Gendreau and Andrews 1994).

Study Period

The random assignment of cases began in February 1996 and continued through December 1997. Data were collected through May 1997 resulting in a variable follow-up period of 5 to 15 months. Unfortunately, this short follow-up period does not allow us to examine the persistence of the program effect (United States General Accounting Office 1993).⁴

Independent Variables

There are three main categories of independent variables including offender characteristics, program activities, and officer characteristics and attitudes.

Offender Characteristics. Basic demographic information was collected on each offender including age, sex, race, marital status, number of dependents, years education and employment status at arrest.

A need index was calculated on each offender. As part of the intake form, offenders were rated according to their level of need in nine areas including education, employment, living

⁴ The length of the study period was constrained by the requirements of the project's funding source.

arrangements, emotional/mental health, domestic relations, sexual behavior, financial management, drug abuse, and alcohol abuse. The rating scale ranged from 0 to 3 with 0 being "adequate, no problem," 1 being "situational or minor difficulties," 2 being "frequent difficulties," and 3 being "chronic difficulties." The rating on each item was added together to form a composite index of needs.⁵

Two measures of offender risk were employed. The risk category represents the offender's level of risk upon intake. It is based on the risk assessment instruments used by each program site, both of which are a modified version of the Wisconsin Risk Assessment (Baird, Heinz, and Bemus 1979). In order to control for risk across program sites a criminal history index was developed as a common indicator of risk. The criminal history index is based upon six items including age at first arrest, prior juvenile record, total number of convictions, number of times under previous supervision, number of times revoked from supervision, and number of times committed to a secure facility.⁶

Program Activities. The number of drug tests, office contacts, field visits, collateral contacts, and total contacts were calculated for each offender and standardized by the number of months under supervision. These measures of program intensity are commonly used in ISP evaluations (Erwin 1987; Baird and Wagner 1989; Petersilia and Turner 1993).

⁵As expected, the alpha coefficient for this index was low (.47). The index represents a simple summation of an offenders=severity of needs in common problem areas. There was no reason to assume that offenders=severity of needs in one area would systematically correspond with the severity of needs in another area.

⁶The items included in the criminal history index were scored as follows: age at first arrest (0=25+; 1=20-24; 2=17-19; 3=16 and under), prior juvenile record (0=no; 1=yes), total number of convictions (0=0-1; 2=2-3; 4=4-10; 11+=5), number of times under previous supervision (0=0; 1=1-2; 2=3+), number of times revoked from supervision (0=0; 2=1; 3=2+), and number of times committed to a secure facility (0=0; 1=1-2; 2=3+). The alpha coefficient for this index was .67.

The number of services is based on a simple count of the resources listed in the case plan plus any additional services provided. Other measures of service included whether or not an offender received any substance abuse, education, employment, mental health, or cognitive services. Measures of the length, or dose, of service are not available.

The number of months under supervision were calculated based upon the date of placement on probation and either the date of termination or the date of the last quarterly report for offenders who were still active at the end of the study period. Time spent in a residential center or jail was subtracted from the days under supervision in order to calculate the amount of time the offender was at risk in the community.

Officer attitudes. Three measures of officer attitudes are included in the analysis. These measures were based on two separate officer attitude surveys administered to ISP and regular supervision officers at both sites. The first survey was an attitude survey which consisted of 33 semantic differentials designed to measure officers' attitudes. Semantic differentials are well suited to attitude measurement (Mueller 1979; Heise 1980) They are designed to measure subjects' reactions to pairs of words and concepts that are opposite in meaning (Heise, 1980). In this case, pairs of terms (e.g., control-assistance; director-advisor; enforcing-counseling; coercion-negotiation) were placed at opposite ends of a six point scale. The items were designed to measure officer attitudes about the goals of supervision, officer roles, and supervision strategies.

Through factor analysis a reduced scale was identified as a reliable measurement of the underlying concepts. The reduced attitude scale is an eleven item scale with an alpha coefficient of .89. An officer's score could range from 11 to 66. Lower scores reflect an officer with a stronger focus on the provision of service, the importance of rehabilitation, and strategies that promote offender change according to the principles of effective intervention. Higher scores reflect an

officer who emphasizes the roles and strategies associated with enforcement and control. Scores approximating the true mean (38.5) of the scale would be indicative of officers who view a balance of both assistance and control roles and strategies as important to offender supervision.

The second survey, a simulated behavioral measure, was conducted approximately three months later. It consisted of a case scenario in the form of a presentence investigation followed by 47 tasks an officer might conduct during the client=s supervision. The case vignette was adapted from one of the five vignettes used in Clear and Latessa's (1993) study of ISP officer attitudes in Ohio and Georgia. The supervision tasks included control oriented items such as "respond quickly to all violations," "install electronic monitoring," and "monitor compliance with conditions" and treatment-oriented items such as "provide directive counseling," "have client learn about substance abuse," and "reward offenders for compliance and progress." After reading the case study, the officers were instructed to rate each task from one to five with five being "critical to the offender=s supervision" and one being "unimportant to the case." A control scale and a treatment scale were formed from the 47 items. The control scale had a Cronbach's alpha of .85, and the alpha for the treatment scale was .86.

Past research on officer attitudes revealed a relationship between gender and years as a probation officer and attitudes toward the job (Dembo 1972; Sluder and Reddington 1993). Given these findings, the respondents= sex, age, education and number of years as a probation officer were collected as part of the survey.

Dependent Variables

Multiple dependent variables were examined including several intermediate outcomes and several measures of recidivism. Focusing on intermediate outcomes that are linked to specific

program components will allow an agency to assess the effectiveness of these components and, more importantly, to disentangle their effects on recidivism (Boone and Fulton 1995).

Progress on case objectives was rated by the data collector at each site based upon case notes and discussions with officers. Progress was rated as -1=worsened, 0= no change, +1=slight improvement, 2=significant improvement, or 3 = objective achieved. Average progress scores were calculated for overall progress on all objectives and progress in the specific areas of employment and substance abuse by summing the ratings that each offender received on a particular objective and dividing by the number of times that objective was established in the case plan. Because of the subjectivity involved in the progress ratings, the comparability across sites is questionable.

A more objective measure of progress in employment is an offender's actual change in employment over the period of supervision. Change in employment was coded as -1 if an offender's employment status worsened from intake to termination or the end of the study period, as 0 if it remained the same, and as +1 if it improved.

Similarly, a more objective indication of progress in the area of substance abuse is the percent of positive drug tests per offender. This was obtained by dividing the number of positive urinalysis received by the total number of drug tests conducted.

Offenders who abscond from supervision may represent a risk to the community since they are not receiving the supervision and services designed to change or prevent their criminal behavior. Absconding may be the result of supervision that is too lax, or it may be an offender's attempt to escape from the intensive requirements of ISP. Whether or not an offender absconds during supervision is therefore an important intermediate outcome measure. Offenders were coded (1 =yes, 0=no) as to whether or not they absconded during supervision.

Three measures were employed to adequately tap the concept of recidivism. First, offenders

were coded (1 =yes, 0=no) as to whether or not they committed any technical violation during supervision. Second, offenders were coded (1=yes, 0=no) as to whether or not they were arrested for a new offense during supervision. Third, offenders were categorized as a success (coded as 1) if their status at last report was active, released from supervision, or transferred to regular supervision or categorized as a failure (coded as 0) if their status at last report was absconder, revoked for technical violation, or revoked for new offense.

Analysis

T-tests and chi-square analyses were conducted to examine the differences in offender characteristics, program activities, officer characteristics and attitudes, and outcomes both within and across sites. T-tests and chi-square analyses were also conducted to examine the differences between offenders with any arrest and offenders with no arrest, and between offenders categorized as a success or failure. Logistic regression was used to estimate the probability of any arrest and success at last report.

RESULTS

Are Participating Offenders High Risk/High Need?

An important component of the Prototypical ISP is the use of a validated risk/need assessment instrument to identify appropriate cases for participation in ISP. Both of the evaluation sites used a modified version of the Wisconsin risk assessment instrument to identify high-risk offenders for participation in the study. All high-risk offenders were then referred to the researchers for random assignment.

The cut-off scores for high risk were 15 in the Midwestern site and 30 in the Northeastern site.⁷ As can be seen in Table 2, there were some cases in the Midwestern sample that did not reach

⁷Comparisons of risk scores and categories should not be made across evaluation sites. Each site uses a

this pre-established cut-off point. Further exploration of this matter revealed that during the early stages of the project, a different risk instrument was being used to refer offenders from residential treatment to the probation/parole agency for random assignment. Using this instrument several offenders scored as high risk who when reassessed after assignment using the appropriate risk/need instrument scored as minimum or medium risk. These offenders were, however, kept in the assigned study groups. This process created a significant difference in the groups by risk category between evaluation sites. Furthermore, because the minimum and medium cases were disproportionately assigned to regular supervision there were significant differences in risk category between the ISP and regular supervision group in the Midwestern site and in the overall sample. There were no significant differences in risk scores within evaluation sites. Furthermore, no significant differences exist between study groups (i.e., ISP and regular) when risk is measured by the criminal history index that was prepared by the researchers.

different version of the Wisconsin instrument, that has been validated and normed on their respective offender populations.

Table 2. Offender Risk

Characteristic	Northeastern Site		Midwestern Site		Total	
	ISP	Regular	ISP	Regular	ISP	Regular
<u>Risk Category*</u>						
Minimum (1)	0 (0)	0 (0)	1 (1.0)	4 (4.2)	1 (0.5)	4 (2.1)
Medium (2)	0 (0)	0 (0)	5 (5.0)	21(21.6)	5 (2.4)	21(11.0)
Maximum (3)	107(98.2)	94(100)	93(92.1)	69(71.1)	200(95.2)	163 (85.3)
No information	2 (1.8)	0 (0)	2 (2.0)	3 (3.1)	4 (1.9)	3 (1.6)
<u>Risk Score</u>						
n	107	94	99	94	--	--
Mean	35.43	35.40	17.69	16.27	--	--
Median	35.00	35.00	17.00	16.00	--	--
SD	4.06	3.79	2.93	3.76	--	--
Range	30-46	0-46	2-24	5-23	--	--
<u>Criminal History</u>						
<u>Score</u>						
(possible range (0-16))	105	87	101	96	206	183
n	10.76	10.97	9.00	8.48	9.90	9.66
Mean	12.00	12.00	10.00	9.00	10.00	11.00
Median	3.55	3.36	3.45	3.42	3.61	3.60
SD	1-16	0-16	0-15	1-16	0-16	0-16
Range						

*Significant differences across sites, between ISP and regular supervision groups in the Midwestern site, and between ISP and Regular overall (p# .001).

Significant differences in offender characteristics that were found between Northeastern and Midwestern samples suggest that the Northeastern sample is comprised of higher risk offenders (see Appendix A). Specifically,

- C the racial composition of the Northeastern sample was fairly evenly distributed across white (27.1%), blacks (46.8%), and Hispanics (25.6%) while the Midwestern sample was predominantly white (86.4%);
- C a lower percentage of the Northeastern sample is married (7.4% vs. 17.2%);
- C a higher percentage of the Northeastern sample lack a high school diploma or a GED (48.8% vs. 23.2%);
- C a lower percentage of the Northeastern sample was employed at the time of arrest (11.3% vs. 42.9%);
- C the Northeastern sample had higher need scores ($H=10.59$ vs $H=7.11$; see Figure 1);
- C the Northeastern sample had higher criminal history scores ($H=10.85$ vs. $H=8.75$; see Figure 1); and
- C a higher percentage of offenders in the Northeastern site were convicted of a personal crime (27.6% vs. 17.2%; see Figure 2).

Two significant differences were found between the ISP and regular supervision groups overall: 1) the mean number of dependents was higher for the ISP group (1.45 versus 1.08); and 2) a higher percentage of the ISP group had completed high school or GED (69.5% versus 57.1%).

One significant difference in demographic characteristics was found between the ISP and regular supervision groups within the Northeastern site: a higher percentage of offenders in the ISP group had a high school diploma or a GED (54.1 versus 39.4). The only significant difference in offender characteristics between the ISP and regular supervision groups in the Midwestern site was in the risk category of offenders as reported above.

In sum, the majority of participating offenders are high risk according to site-specific criteria. The ISP and regular supervision groups are comparable in demographic and background characteristics both within sites and overall. The Northeastern site, however, is comprised of a

significantly higher risk population than the Midwestern site. Later analyses control for the differences in offender risk across evaluation sites.

Do the ISPs Meet the Principles of Effective Intervention?

The Correctional Program Assessment Inventory (CPAI, Gendreau and Andrews 1989) was used to ascertain how closely the ISPs in both evaluation sites met known principles of effective correctional treatment. Separate CPAIs were conducted on each of the four programs operating within the Midwestern site. Additionally, the CPAI was conducted on the primary community-based service providers within each site.

There are six primary sections of the CPAI:

- 1) Program implementation - this section focuses on the qualifications and involvement of the program director; the extent to which the treatment literature was considered in the program design; and whether or not the program is consistent with existing values in the community, meets a local need, and is perceived to be cost-effective.
- 2) Client pre-service assessment - this section examines the program's offender selection and assessment processes to ascertain the extent to which clients are appropriate for the services provided. It also addresses the methods for assessing risk, need, and responsivity factors.
- 3) Characteristics of the program - this section examines whether or not the program is targeting criminogenic attitudes and behaviors, the treatment modalities, and how clients are prepared to return to the community.
- 4) Characteristics and practices of the staff - this section concerns the qualifications, experience, stability, training, and involvement of the program staff.
- 5) Evaluation - this section centers on the types of feedback, assessment, and evaluations used to monitor how well the program is functioning.
- 6) Miscellaneous - The final section of the CPAI includes miscellaneous items pertaining to the program such as ethical guidelines and levels of funding and community support.

Each section is scored as either "very satisfactory" (70% to 100%); "satisfactory" (60% to 69%); "satisfactory, but needs improvement" (50% to 59%); or "unsatisfactory" (less than 50%).

The scores from all six areas are totaled and the same scale is used for the overall assessment score.

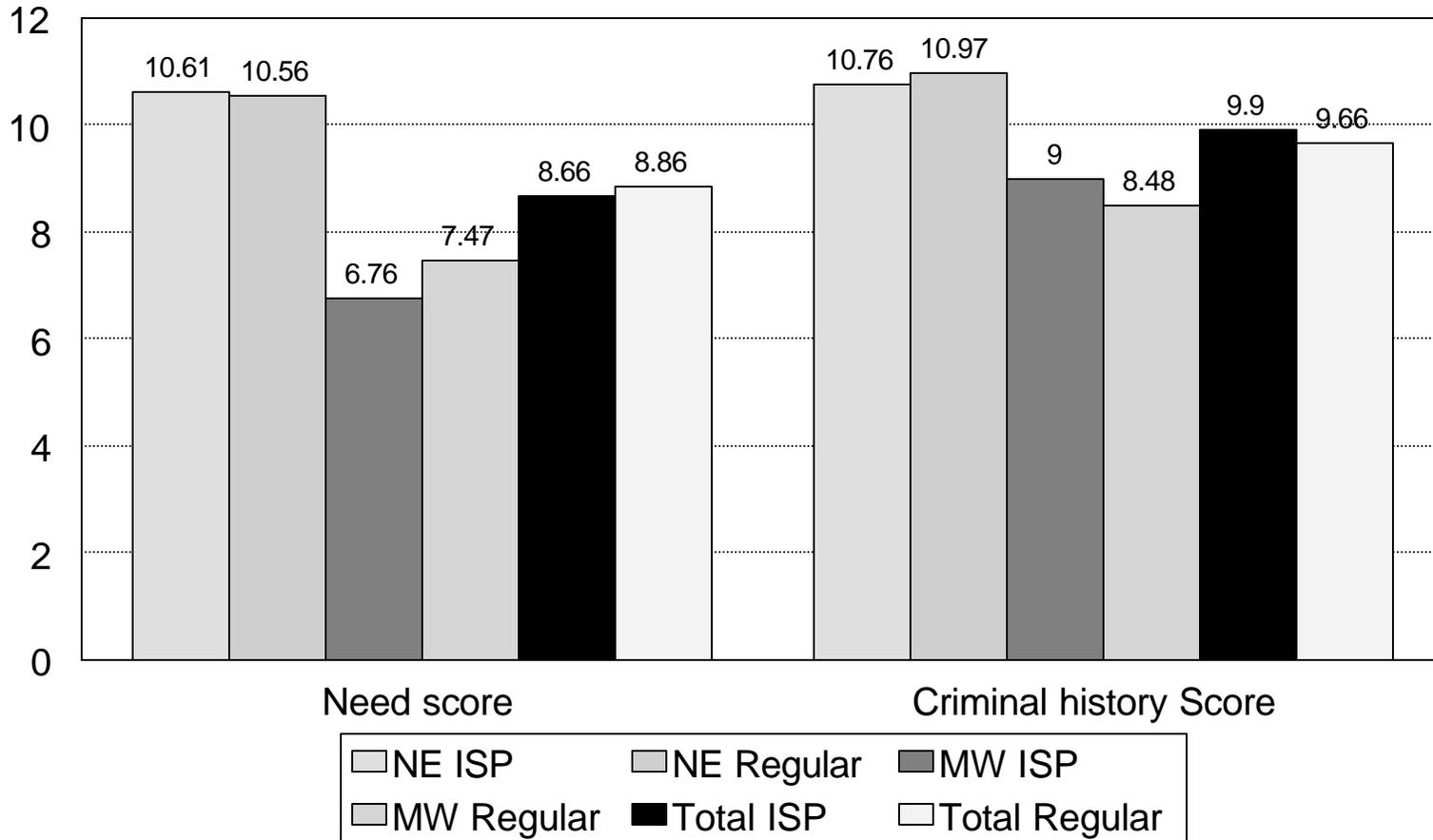
It should be noted that not all of the six areas are given equal weight, and some items may be considered "not applicable," in which case they are not included in the scoring.

Data were collected through structured interviews with selected program staff in June 1997.

Other sources of information included the examination of several representative case files, and other selected program materials.

Figure 1

Need Scores and Criminal History Scores

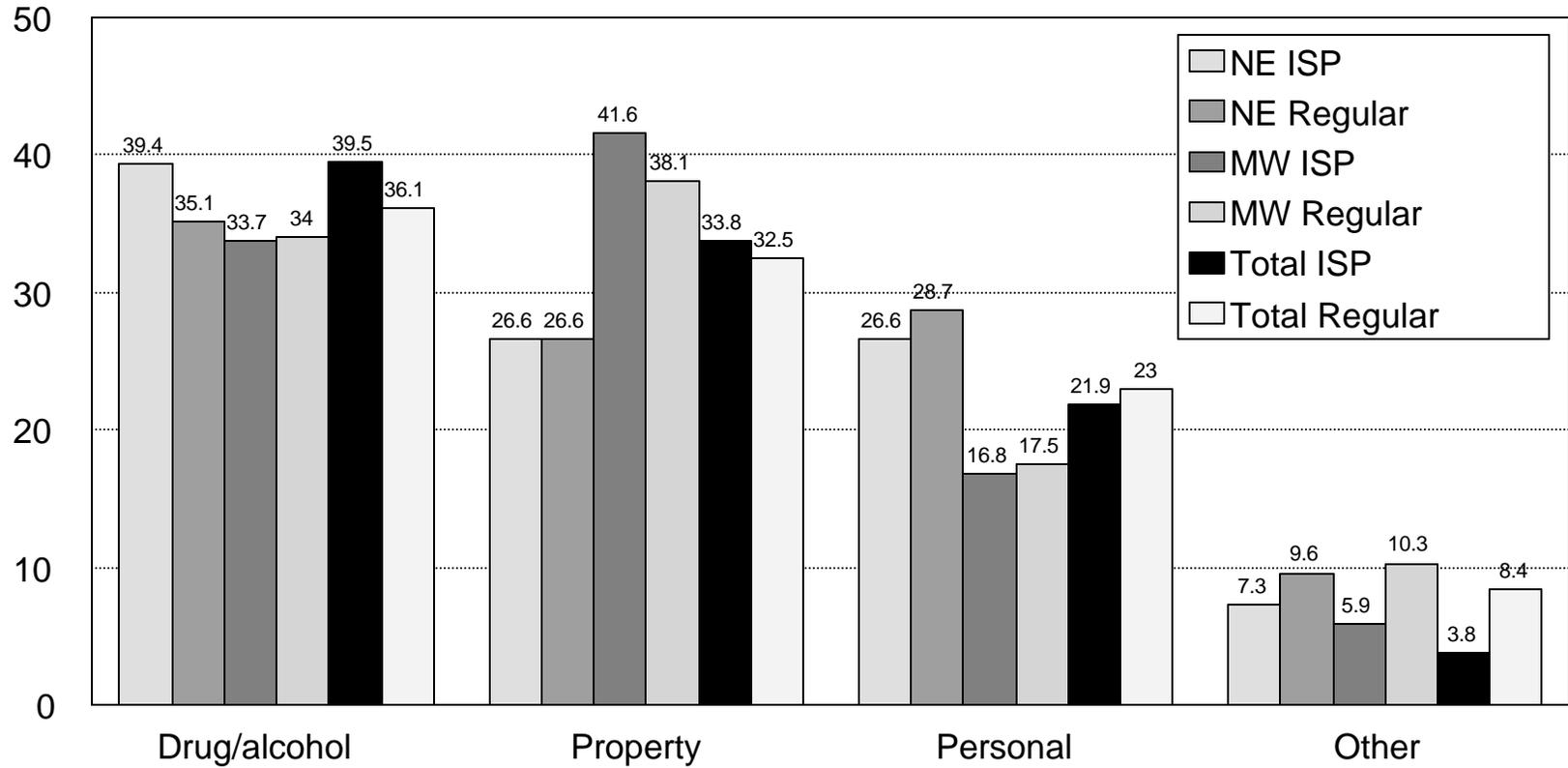


Reported as group means

Significant differences between NE and MW

Figure 2

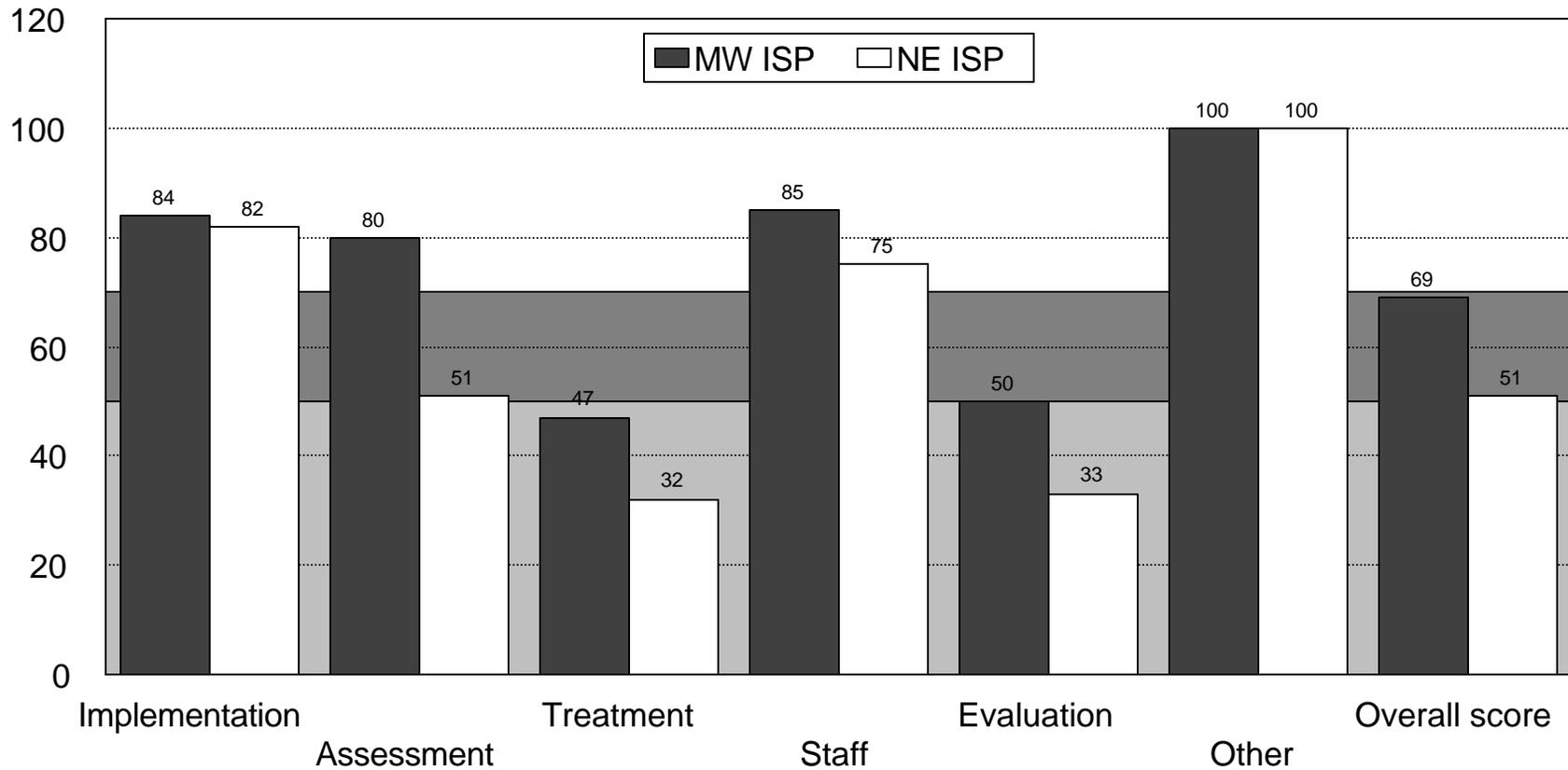
Offense Type



Reported as percent of offenders convicted of each offense type

Figure 3 reports the CPAI results for the ISP programs. Few differences existed across programs within the Midwestern site. The overall scores for these ISPs ranged from 67 to 72. There was a large difference, however, between the scores for the Midwestern ISPs and the Northeastern ISP which received an overall score of 51. These scores suggest that the Midwestern programs have done a better job of incorporating the principles of effective intervention. This same pattern emerged in the CPAI scores of the auxiliary services with the programs used by the Midwestern ISP scoring higher than the programs used by the Northeastern site (Figure 4). The specific findings of the CPAIs are reported below.

Figure 3 CPAI Results - ISPs



below 50 = unsatisfactory; 50-59=satisfactory, needs improvement; 60-69=satisfactory;
70+=very satisfactory

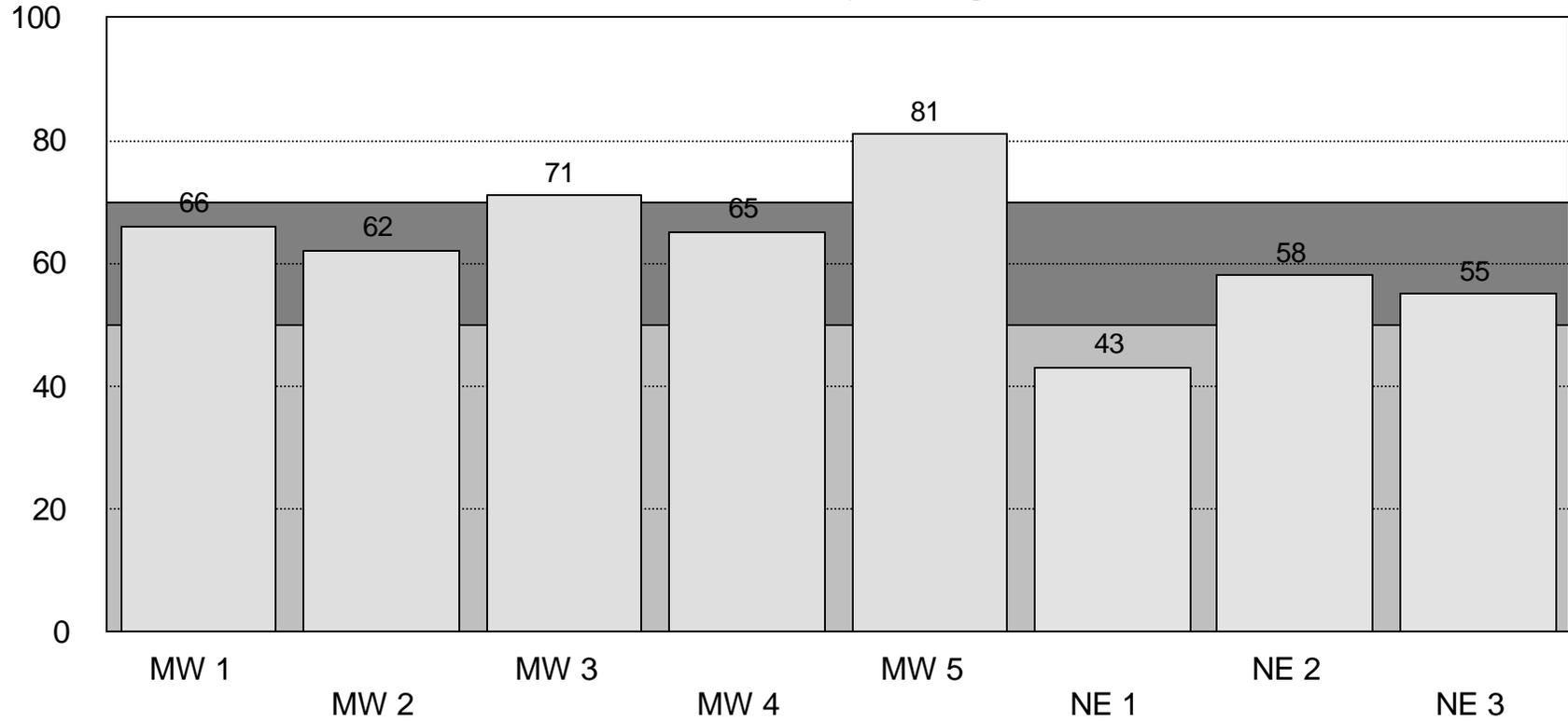
Program Implementation. In this section of the CPAI all of the ISPs and auxiliary services scored in the "very satisfactory" range. In general, the program directors were qualified, experienced, and actively involved with the program. Furthermore, the programs were seen as having value congruency with the outside community and as being cost-effective.

Two areas were conspicuously lacking in a number of the programs. First, the programs did not appear to be grounded in the current literature relevant to their program; thus, many lacked a theoretical and empirical basis. Second, few programs had a pilot period to sort out program logistics and content.

Client Pre-Service Assessment. The Midwestern programs scored considerably better than the Northeastern programs in this section of the CPAI. Overall, it appears that all programs are receiving appropriate clients. As reported above, some of the offenders placed in the Midwestern ISP scored as minimum and medium risk and were, therefore, not appropriate for ISP. Additionally, many of the outpatient substance abuse programs that were assessed in the Midwestern site expressed concern about receiving clients who belonged in residential programs but who were instead placed in outpatient due to managed care and lack of insurance coverage.

All of the ISPs used some standardized risk/needs instrument that assessed both static and dynamic factors associated with recidivism and provided a summary score for classification purposes. With the exception of one program in the Midwestern site, the auxiliary programs, however, did not conduct risk assessment themselves nor did they receive this information from the ISPs. The auxiliary programs did conduct formal needs assessments. Those programs targeting offender substance abuse used standardized, objective measures while the other types of intervention programs used more subjective psycho-social interviews to assess needs.

Figure 4
CPAI Results - Auxiliary Programs



below 50 = unsatisfactory; 50-59=satisfactory, needs improvement; 60-69=satisfactory;
70+=very satisfactory

Few of the programs measured responsivity factors that might interfere with treatment such as an offender=s level of motivation for change, level of anxiety, and intelligence. Three of the ISPs in the Midwestern site did use the Client Management Classification (CMC) instrument as a measure of responsivity. The CMC is an assessment instrument used to "tailor supervision strategies and styles to the characteristics of the offender" (Harris 1994:155). It involves a structured interview with the offender and categorizes offenders into five categories each with their own profile and supervision guidelines (Harris 1994).

Program Characteristics. As the largest section of the CPAI, this section concerns the nature of the treatment and services that are delivered to the offenders. As seen in Figure 3, this is one of the weakest areas of the CPAI. Only one program (an auxiliary program in the Midwestern site) scored in the "very satisfactory" range of the scale. All of the programs shared several common strengths: they targeted criminogenic needs; they placed offenders in structured activities for a high percentage of their time; they taught coping skills and alternative behaviors to use when faced with difficult situations; and they routinely referred their clients to outside services when they left the program. The Midwestern ISPs and auxiliary programs were based in cognitive behavioral theory. The ISP officers in the Midwestern program facilitated cognitive groups and used cognitive approaches when working individually with clients. A number of programs including the Northeastern ISP, however, lacked a strong theoretical model of treatment.

Several common areas needing improvement across all programs were identified. First, there was little to no variation in intensity of services depending on the offenders' level of risk. Although the majority of cases were classified as high risk, there were still differences in risk levels within this group. Because the programs did not use standardized risk assessments, all clients tended to receive the same intensity and duration of treatment regardless of their risk level. This similarity of services may have deleterious effects by under treating high-risk clients or over treating low-risk clients. Second, with no assessment of responsivity factors, agencies were limited in their ability to match offenders to the appropriate type or mode of service. The only exception was in the three Midwestern ISPs where the CMC was used by the officers to determine the style of supervision that should be used with specific offenders. Third, rewards and punishments were not used appropriately. Program personnel struggled to find ways to reward offenders. Thus, rewards did not outnumber punishers on a 4:1 ratio as recommended in the treatment literature. Furthermore, punishments were not administered in a way that suppressed antisocial behavior: consequences were not immediate; it was difficult to detect and respond to all negative behaviors; and offenders were not consistently taught alternative prosocial behaviors. Fourth, family members were typically not involved in the treatment process. And fifth, few programs offered booster sessions or aftercare services that reinforced attitudes and behaviors learned during the core treatment phase.

Staff Characteristics. With one exception, the staff of the ISPs and auxiliary programs were well qualified in terms of experience and level of education. Furthermore, most programs had relatively low staff turnover. Staff assessment processes included regular clinical supervision and annual evaluations of their job performance. In all programs, however, program staff received inadequate training in the theory and practice of interventions employed.

Evaluation. Two of the programs in the Midwestern site scored in the "very satisfactory" range of the scale while the remaining programs scored in the "unsatisfactory" range of the scale. Although the majority of programs used quality assurance measures including clinical supervision and case review. Prior to this evaluation, none of the programs had been formally evaluated with a research design that involved a comparison group. The two high scoring programs used a standardized, objective measure to monitor offender progress on target behaviors while the other programs used more subjective measures of offender progress.

Other. All of the programs scored at least "satisfactory," and eight of the programs received a perfect score in this area. The programs had comprehensive problem-oriented case files including social histories, offender assessments, case plans, and progress notes. Most of the programs had not experienced any changes in the program itself, in funding or in community support that threatened program operations although several of the programs in the Midwestern site were struggling with changes resulting from the introduction of managed care.

Summary. Comparing across sites, the Midwestern programs better reflected the principles of effective intervention. In the aggregate, the programs in the Midwestern site used more reliable and comprehensive assessment procedures and had a stronger theoretical basis. The Northeastern programs were more eclectic without any clear theory or research driving the program. If quality matters, better outcomes should be expected from the Midwestern programs in terms of attitudinal and behavioral changes. This hypothesis will be examined in later analyses.

What Are Stakeholder Attitudes Toward the Prototypical ISP?

In addition to program quality, organizational and political factors can impact program effectiveness. The full implementation of the prototypical ISP dependent on the buy-in of administrators, line staff, judges or parole boards. The extent to which this buy-in occurs may

affect program development and implementation processes and ultimately program survival. To examine the organizational context of the prototypical ISP, interviews were conducted with key stakeholders at each site including line officers, administrators, auxiliary program staff, police officers, and judges. Interview questions were related to differences between ISP and other programs, positive and negative aspects of the ISP programs, changes that have occurred within that program over the last eighteen months, and their overall perceptions of the ISP program. The interview results are summarized below. Please see Appendix B for copies of the complete reports.

How is ISP Different From Other Probation or Parole Services? Stakeholders in both sites identified four differences between ISP and other programs. First, ISP officers have caseloads of 25 client as compared to caseloads of 100-200 in regular supervision. These reduced caseloads allow ISP officers to work more closely with clients. Second, the ISP unit has a different philosophy from regular probation and parole services. There is more emphasis on balancing surveillance, enforcement, and treatment. Additionally, more services are provided to ISP offenders and their progress is more closely monitored. Third, the target population includes high risk clients whose lives are often chaotic. Fourth, there is more internal sanctioning available for ISP clients, and the officers work longer and harder with offenders who violate the conditions before they file for revocation. Finally, ISP clients either have access to more services or there is greater communication between the ISP officers and treatment providers.

What Are The Goals of the Program? This question was designed to ascertain the extent to which stakeholders understood and agreed with the primary goals of the program. Each respondent was first asked "what are the goals" and then asked "what they should be." In both sites, the stakeholders perceived the current goals as reducing recidivism, enhancing quality of life,

addressing offenders needs, changing offenders' thinking, behavior, and lifestyles, and protecting society from high-risk offenders. These goals support the focus on intensive supervision and intervention that is suggested by the prototypical model. They also suggest that stakeholders view the ISP as attempting long term behavioral change rather than simply in-program control.

When asked what the goals of the program should be, many stakeholders stated that there should be more emphasis on looking at offender improvements in areas such as employment and cognitive thinking. Other respondents thought that ISP should be used as an intermediate sanction for offenders who violate regular supervision. Some stakeholders expressed concern about some of the current goals. For example, some stated that the more extensive use of internal sanctions in response to technical violations comes at the expense of holding offenders accountable for their behaviors. Others expressed concern regarding the goal of reduced recidivism given that more supervision is likely to uncover more violations.

What are General Perceptions of the ISP Program? Respondents were probed for their opinions regarding the effectiveness of ISP and their knowledge about public, judicial, and legislative perceptions of the program. There were some differences between the sites in their views of the ISP programs. In the Northeastern site, respondents indicated that the ISP officers continued to struggle with the shift from a control-oriented program to a more balanced approach to supervision. Additionally, respondents in the Northeastern site reported that there was a rift between ISP and regular supervision officers with the regular supervision officers viewing the ISP officers as underworked and overpaid. Several respondents reported that the general feeling among regular supervision staff was that there was little value in the new approach to supervision or to the provision of intensive services.

In the Midwestern site, respondents mentioned several positive aspects of the program.

They believed that it kept offenders in the community longer, enhanced officers' knowledge about clients, increased the ability to detect and respond to violations, and increased communication among community-based service providers and probation and parole staff. There also were a number of concerns expressed. These concerns included the struggle with making offenders accountable, the friction between regular supervision officers and ISP officers, an overemphasis on alleviating jail and prison crowding, the low likelihood of making long-term behavioral change in an 18 week program, and a lack of community resources. There appears to be a commitment to the program's focus on behavioral change, but there is also doubt about how realistic these goals are given the high-risk population and current resource constraints.

How Has The Program Changed Over The Last 18 Months? The purpose of this question was to determine what specific changes were made to the ISP or to probation/parole services in general. Respondents were probed about specific program elements identified as critical to the prototypical model of ISP. This question provided another opportunity to determine the extent to which the balanced approach and critical elements of the ISP had actually been incorporated.

Stakeholder perceptions suggest that a number of elements have been incorporated adequately. Both sites use a risk/need instrument to assign clients to the appropriate program; for each site, participation in the ISP is limited to clients who score high-risk on these instruments. Stakeholders view officers as participating in more purposeful surveillance activities and as exhausting community sanctions before revocation is sought for violations. Furthermore, respondents recognized the attempt by officers to use more positive reinforcement and the struggle to find ways to reward behavior.

Both sites have an objectives-based case management system. In the Midwestern site, the district has always used this type of case management and incorporates the use of their need

assessments into case planning. The shift to objectives-based case management was regarded as one of the most important changes in the Northeastern site. With this shift, officers were beginning to focus more on individualized supervision planning, the achievement of client objectives, and the prioritization of needs.

Finally, both programs have tried to find effective interventions for clients or have implemented in-house programs. The Northeastern site has developed the Employment Development Center for ISP participants, and its officers try to work individually with clients to attempt to address their needs. The Midwestern site is fortunate to have a district-wide commitment to treatment and programming. A cognitive program and a day treatment center were implemented at the same time as the ISP programs. The day treatment program offers a variety of services to ISP clients.

In the Northeastern site, many respondents noted the difficulty associated with change in program philosophy. Several respondents indicated they would select new officers due to the difficulties associated with changing the old way of thinking. There is a general sense of commitment to the philosophy, but in practice, the philosophy has been hard to implement.

What Are The Primary Strengths of the Program? There were a number of program strengths indicated by the respondents in both sites including the balanced approach to supervision and stronger treatment focus; the improved relationship between probation and parole personnel and law enforcement and treatment personnel; the ability to work more closely with clients; and the ability to be the gatekeeper for the program. The respondents in the Northeastern site specifically noted the ability to target the appropriate client population through the use of an objective assessment tool as a program strength. Respondents in the Midwestern site noted the flexible, concerned and motivated ISP officers as a primary program strength.

What Are The Areas Needing Improvement? Respondents cited a number of areas of concern. Both sites mentioned that there needed to be more support for ISP officers. In the Northeastern site, this support was in the form of more training in the areas of group dynamics, objectives-based case management, and dynamics of addiction. In the Midwestern site, this support was in the form of more ISP officers so that each department could develop a team approach. To repair the rift between regular and ISP officers, Northeastern respondents suggested rotating officers in and out of the ISP unit to improve office relations and to even out resources and workloads.

A common area of concern in both sites was a lack of aftercare for ISP offenders. Although many ISP offenders are transferred to regular supervision, the larger caseloads limit the amount of time and resources that can be expended on these offenders. Respondents also expressed concern that offenders in ISP may be getting overloaded with treatment requirements. In other words, it is very stressful for clients to have to participate in cognitive therapy and other forms of treatment, attend meetings, and maintain full-time employment. Respondents also believed that more family involvement is needed to promote lasting lifestyle changes and that additional ways to deal with chronic violators are needed along with the swifter imposition of sanctions.

In sum, there appears to be a high level of knowledge and support for the new model of ISP in both sites. The interview responses suggest that both sites have been successful in implementing the key components of the prototypical model of ISP. The Northeastern site seems to have struggled more with program implementation. This is to be expected given the difficult transition from the traditional surveillance-oriented model to the balanced approach.

Are the ISP Programs More Restrictive and Intensive than Regular Probation Units?

The level of supervision and services provided to offenders is a defining characteristic of the

prototypical ISP. Figure 5 reports the mean number of supervision contacts, drug tests, and months under supervision for both study groups in both sites. (Please see Appendix C for descriptive statistics on program components.) Based on this data, it can be concluded that ISP offenders received a significantly higher level of supervision than offenders in regular supervision. The mean number of monthly face-to-face contacts (office contacts and field contacts combined) and drug tests in the ISP study group was lower than that reported in the 14-site RAND evaluation (Petersilia and Turner 1993). In the RAND evaluation, the average number of face-to-face contacts was 5.8 per month as compared to 2.67 in this study, and the average number of drug tests was 1.4 per month as compared to .68 in the current study. Since intensified contact and drug testing are viewed as the defining characteristic of more surveillance-oriented ISPs, a lower level of supervisory contact might be expected with the movement to a more balanced approach to supervision.

Also as expected, a higher percentage of offenders in the prototypical ISP received some type of treatment or support services than was reported in the RAND evaluation (Figure 6). The RAND evaluation revealed that 45 percent of the ISP offenders received some counseling or services during the one-year follow-up period (Petersilia and Turner 1993) as compared to 94.3 percent of the offenders in the prototypical ISP. It should be noted, that the percentage of offenders in the regular supervision group receiving some type of treatment or services is also high (90%). This high level of services in both groups may stem from treatment contamination wherein the focus on treatment in the experimental group (i.e., ISP) contributed to an increased focus on the provision of services in the control group (i.e., regular supervision). The high level of services in both groups in the Midwestern site may stem from an organizational philosophy that is very supportive of a rehabilitative agenda. This same philosophy, however, was not evident in the

Figure 5 - Supervision Contacts Per Month

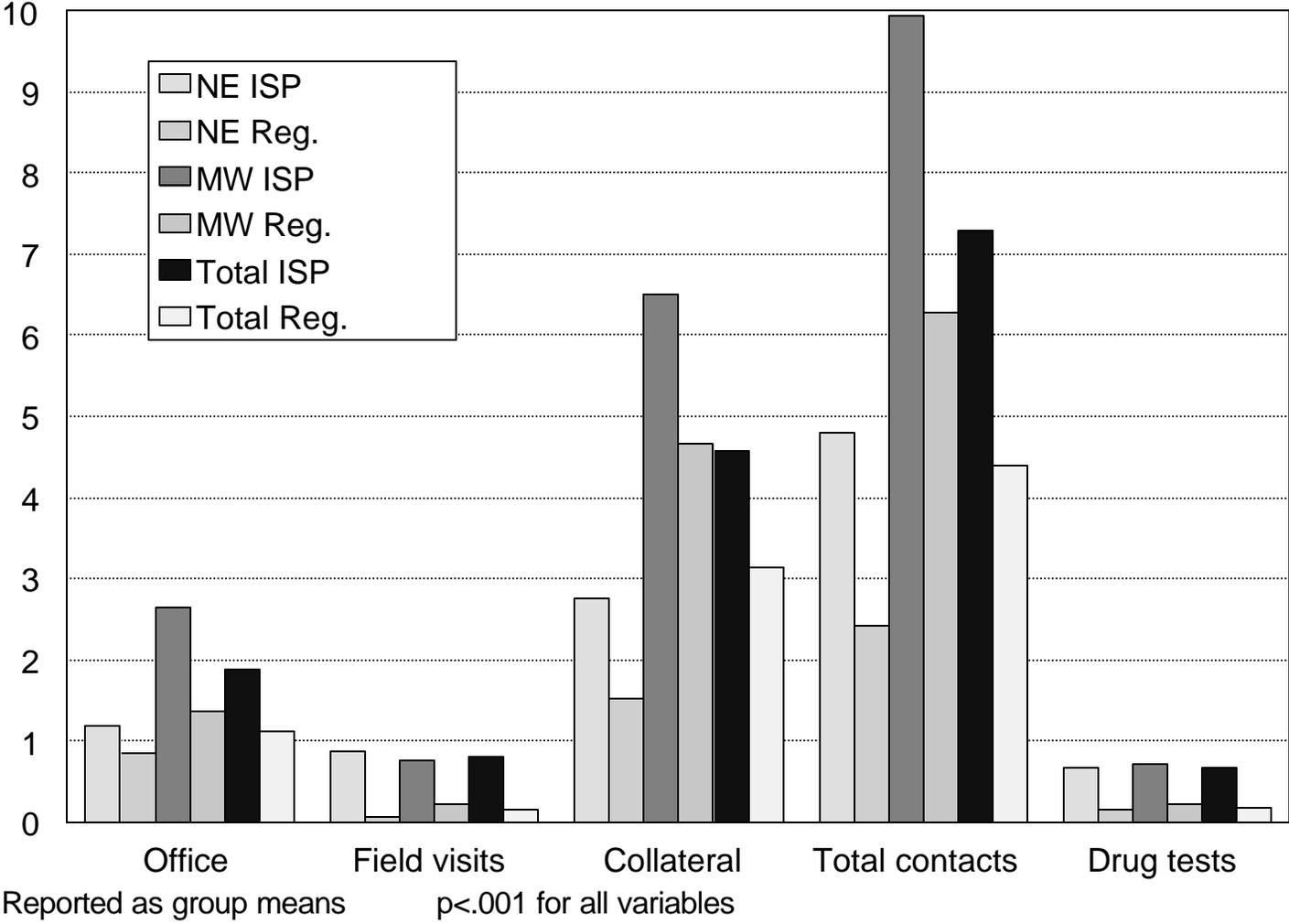
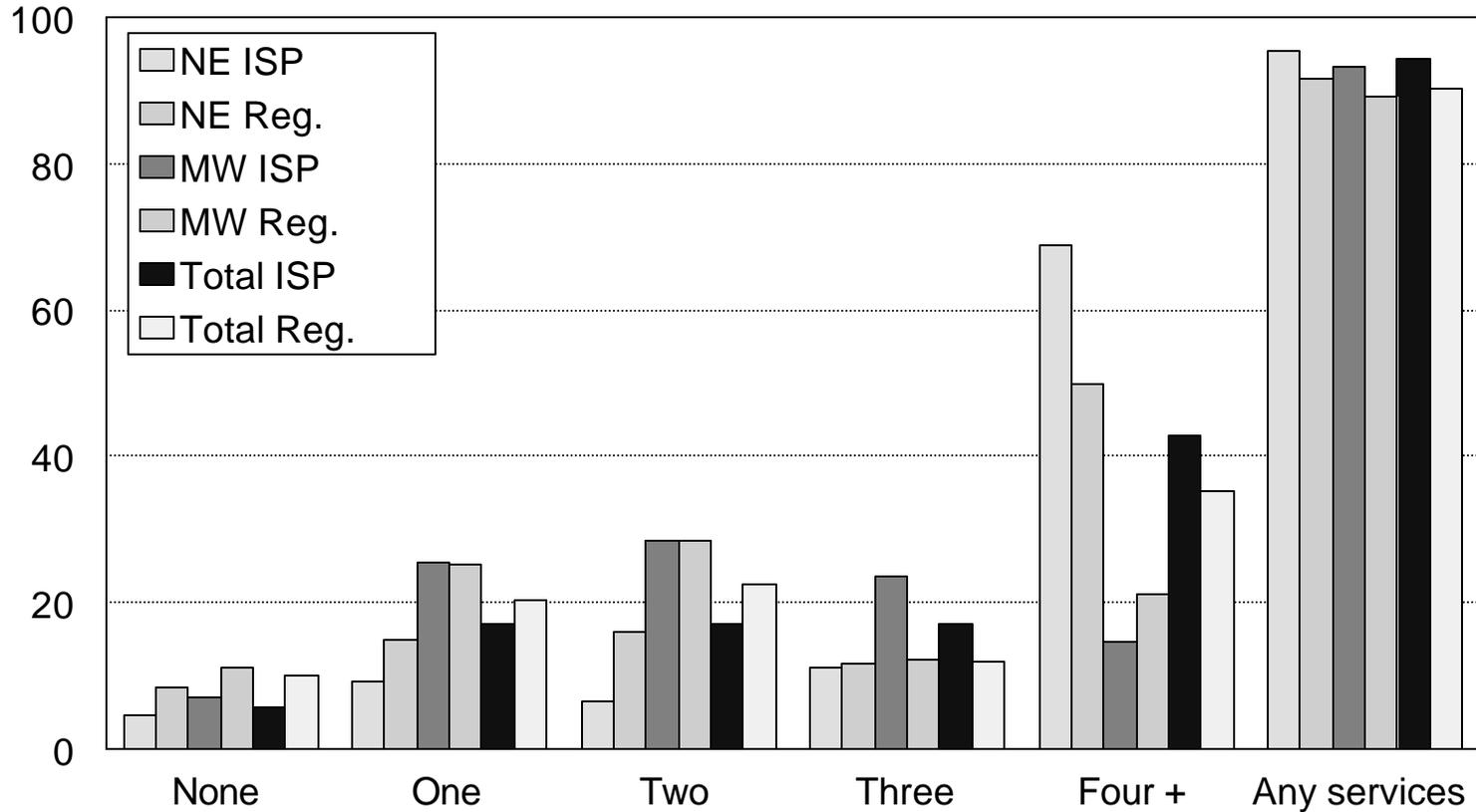


Figure 6

Total Services Provided



Reported as percentage of offenders receiving 0-4+ services throughout the period of supervision and percent of offenders receiving any services through supervision.

Northeastern site but the same phenomenon occurred.

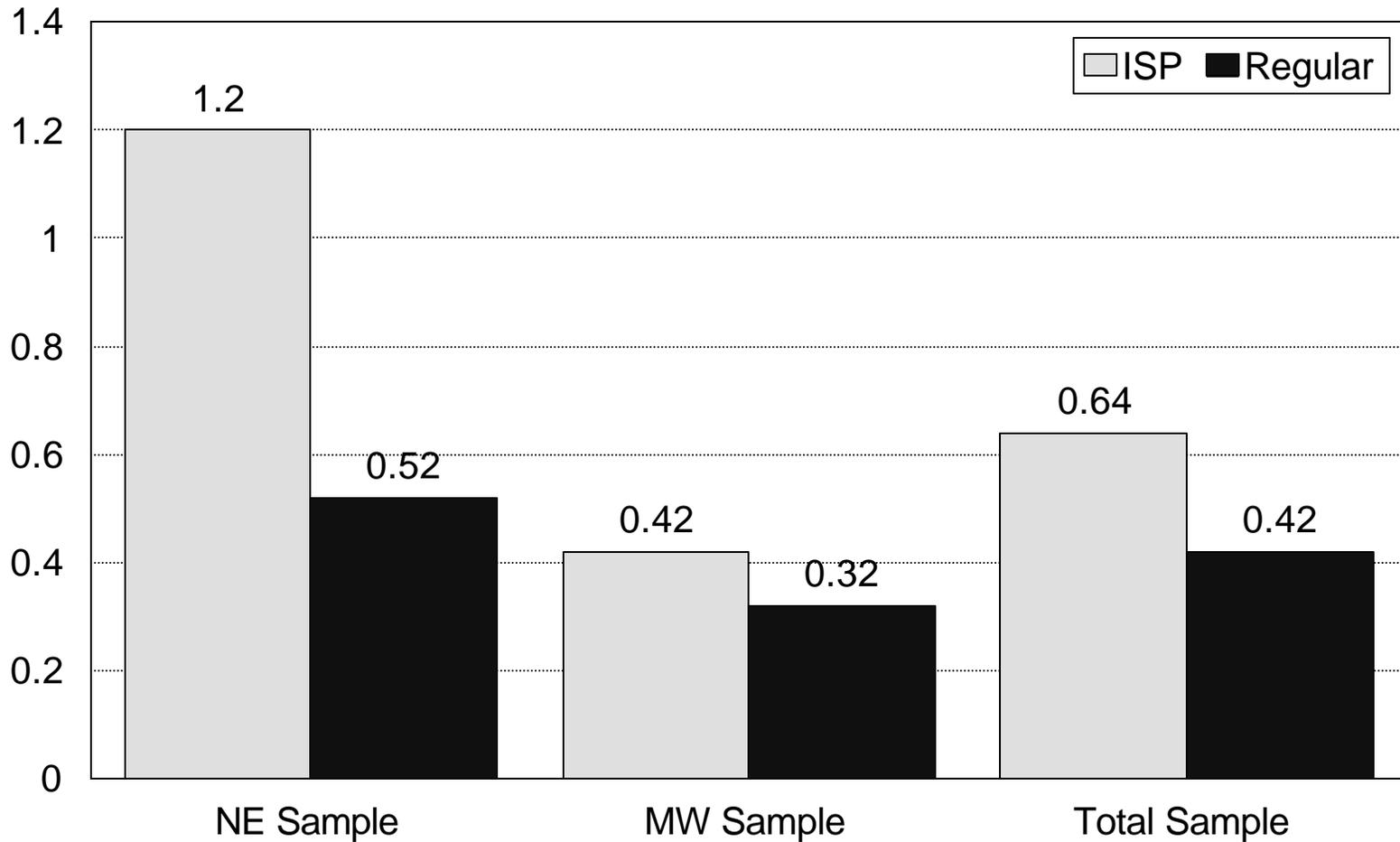
Overall, the mean number of services per month was significantly higher for the ISP group (.64) than the regular supervision group (.42)(Figure 7). This significant difference in the level of services provided to ISP offenders was found in both evaluation sites. This difference, however, may be a function of the shorter period of supervision for offenders in ISP (6.77 months versus 7.60 months in regular supervision) rather than because of the provision of more intensive services. Because measures of the length, or dose, of service are not available, a service that lasted one week and a service that lasted six months were both counted as "1". A more meaningful measure of services may be the number of services provided throughout the entire follow-up period. Measured in this way, a statistically significant difference in the number of services provided persists for the overall sample of ISP and regular supervision offenders and in the Northeastern site but not in the Midwestern site.

It should be noted that significant differences were found between sites in the level of supervision and services provided to offenders in ISP. Although the Midwestern site conducted a significantly higher number of office, collateral, and total contacts per month, it provided a significantly lower number of services per month. This finding is of particular interest given that the CPAI and stakeholder interviews suggested that the organizational philosophy within the Midwestern site was more supportive of a rehabilitative agenda and that the Midwestern site provided in-house services.

In sum, when compared to the regular supervision group the ISP group received a significantly higher level of supervision contacts, drug tests, and services. The critical question becomes: does this higher level of supervision and services make a difference in terms of progress in treatment objectives and recidivism? The next sections address this important question.

Figure 7

Mean Number of Services Provided Per Month

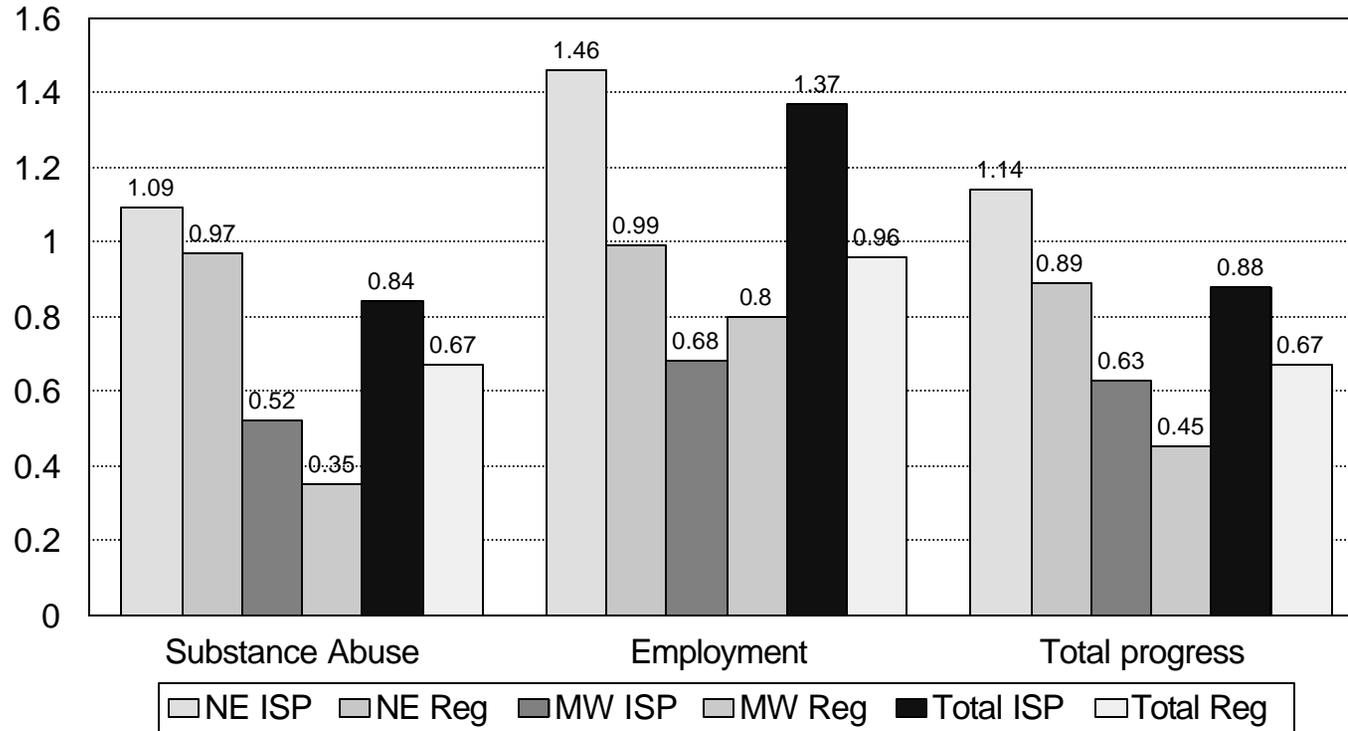


Is the Prototypical ISP Effective in Treating the Needs of Offenders?

To answer this question, several intermediate outcomes were examined including changes in employment, drug use, and progress in case objectives. Improvements in these areas were viewed as indicators of program success. Please see Appendix D for data on progress in problem areas. The progress scores ranged from -1 to 3 with positive scores indicating improvement. The mean progress scores for substance abuse, employment, and overall progress indicate that on average offenders in both study groups made slight improvements in these areas (Figure 8). The average progress scores for the ISP group were slightly higher than that of the regular supervision group in all three areas with statistically significant differences between groups in the employment and overall progress scores.

When examining the progress scores in each of the evaluation sites separately this pattern holds in the Northeastern site. In the Midwestern site, however, the ISP group's mean progress score for employment is slightly lower than the mean score for the regular supervision group. Furthermore, the differences in the substance abuse and overall progress scores are not significantly different. This suggests that more differences in progress are occurring between the ISP and regular supervision groups in the Northeastern site. Because of the subjectivity associated with progress ratings, comparison of the progress scores across sites is of limited value.

Figure 8 Progress in Case Objectives



Reported as mean progress scores. Progress scores are standardized by the number of times the objective was established. Original scores were based on the following scale: -1=worsened; 0=no change; 1=slight improvement; 2=significant improvement; 3=objective achieved.

When examining the more objective measure of "change in employment over time" both study groups demonstrated no change in employment during the follow-up period. This score ranged from -1 to 1 with positive scores indicating improvement. The mean score for the ISP group was -.02 and the mean score for the regular supervision group was .05. This measure is based on a higher number of offenders than the employment progress score (172 vs. 89 in ISP and 154 vs. 76 in regular supervision), and thus, is probably a more reliable measure.

Similar results were found in each of the evaluation sites. This finding of "no change" in employment is not surprising given the limited resources available to probation and parole agencies for improving offender employment.

When examining the more objective measure of "percent of positive drug tests" the ISP group shows more favorable results with a significantly lower average percentage of positive drug tests. On average, the ISP group had a positive rate of 24 percent as compared to 34 percent for the regular supervision group. The significant difference can be attributed to the Midwestern site where the percent of positive urinalyses was 17 percent lower for the ISP group as compared to the regular supervision group. In contrast, the percent positive urinalyses for the ISP group was only one percent lower than the regular supervision group in the Northeastern site.

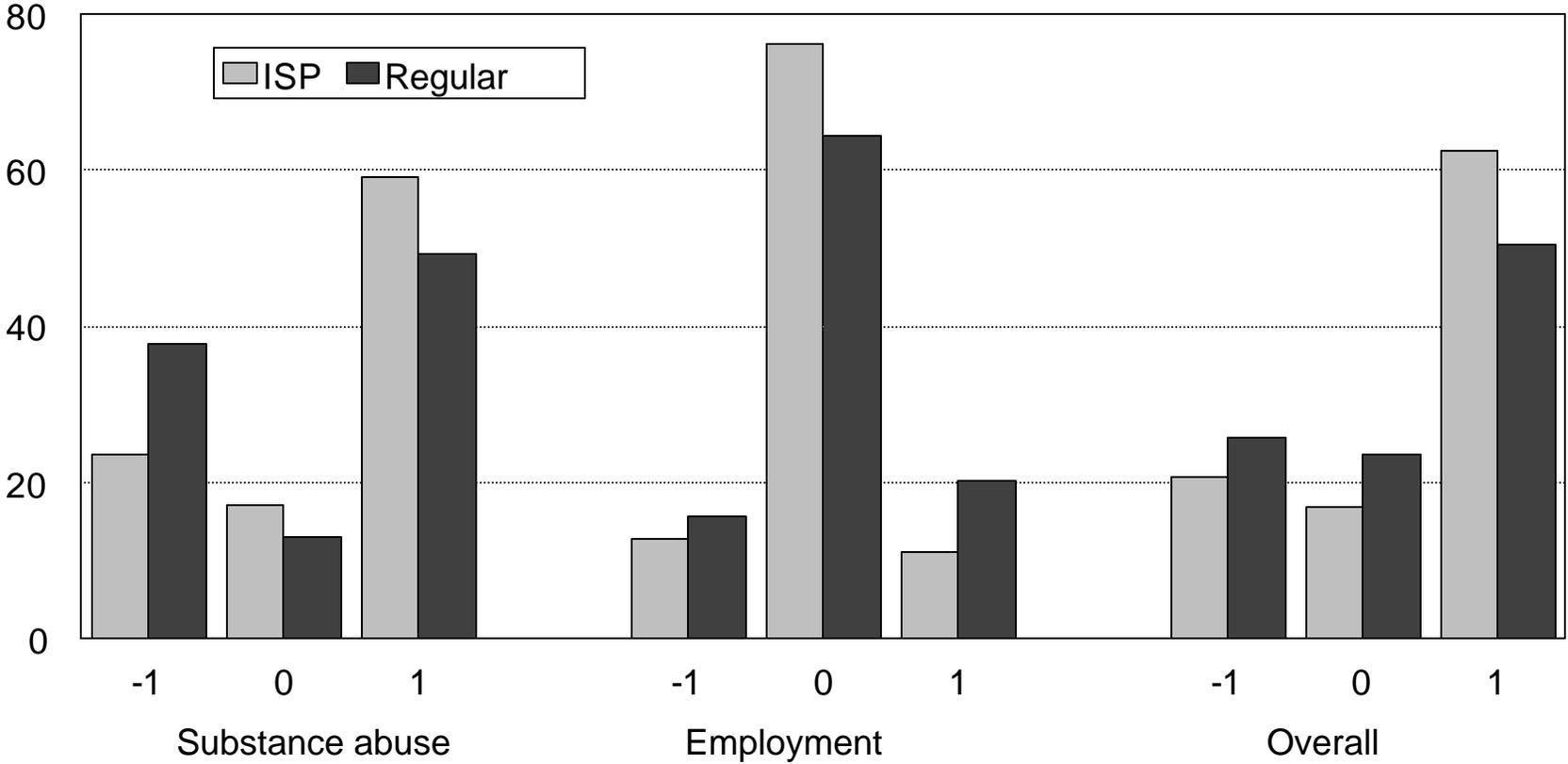
Sorting the cases into categories of worsened, no change, and improved on the variables of progress in substance abuse, change in employment over time, and total progress on case objectives provides a more illuminating analysis (Figure 9). For progress in substance abuse and total progress on case objectives, a lower percentage of offenders in the ISP group worsened, and a higher percentage of offenders in the ISP group improved. A higher percentage of offenders in the regular supervision group improved in change in employment over time as compared to the ISP group with the majority of offenders in both groups showing no change. None of these group differences,

however, were statistically significant.

The data suggest that, on the whole, participation in ISP leads to more improvement in substance abuse and in the overall progress in case objectives but has little impact on offenders' employment. The larger differences between groups in the Northeastern site are not surprising-- not only did the ISP group receive more contacts and services, but the nature of supervision in ISP is qualitatively different from regular supervision. Regular supervision officers supervise approximately 200 cases which limits the extent of individualized case planning that can be conducted. In contrast, the level and nature of services was similar for both study groups in the Midwestern site.

T-tests and chi-square analyses were conducted on the ISP group to examine the extent to which improvements in substance abuse, employment, and overall progress on case objectives were relate to arrests and success on supervision. Chi-square analyses revealed that a significantly higher percentage of ISP offenders who were rated as “no change” or “improved” on total progress in case objectives and progress in substance abuse had no arrests and were successful on supervision as compared to ISP offenders who worsened (Figures 10 and 11). Furthermore, a significantly higher percentage of offenders who had “no change” or “improved” in employment over time were successful on supervision as compared to offenders who worsened. Last, successful offenders had a significantly lower percentage of positive urinalyses. In sum, these data suggest that improvements in criminogenic needs contribute to fewer arrests and better case outcomes.

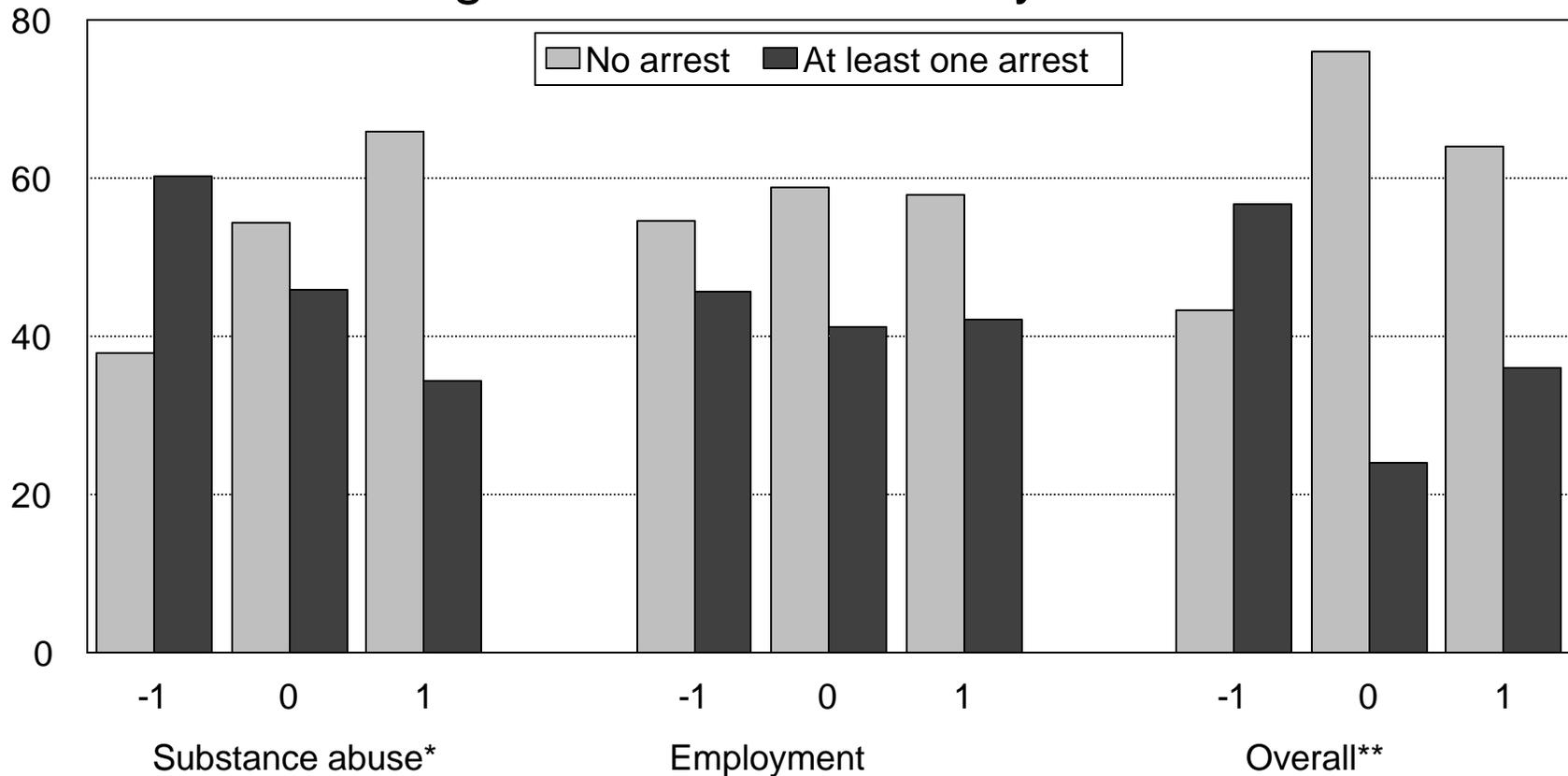
Figure 9
Progress in Case Objectives



Reported as percent of offenders who worsened (-1); showed no change (0); or improved (1) in key problem areas

Figure 10

Change in Problem Areas by Arrest

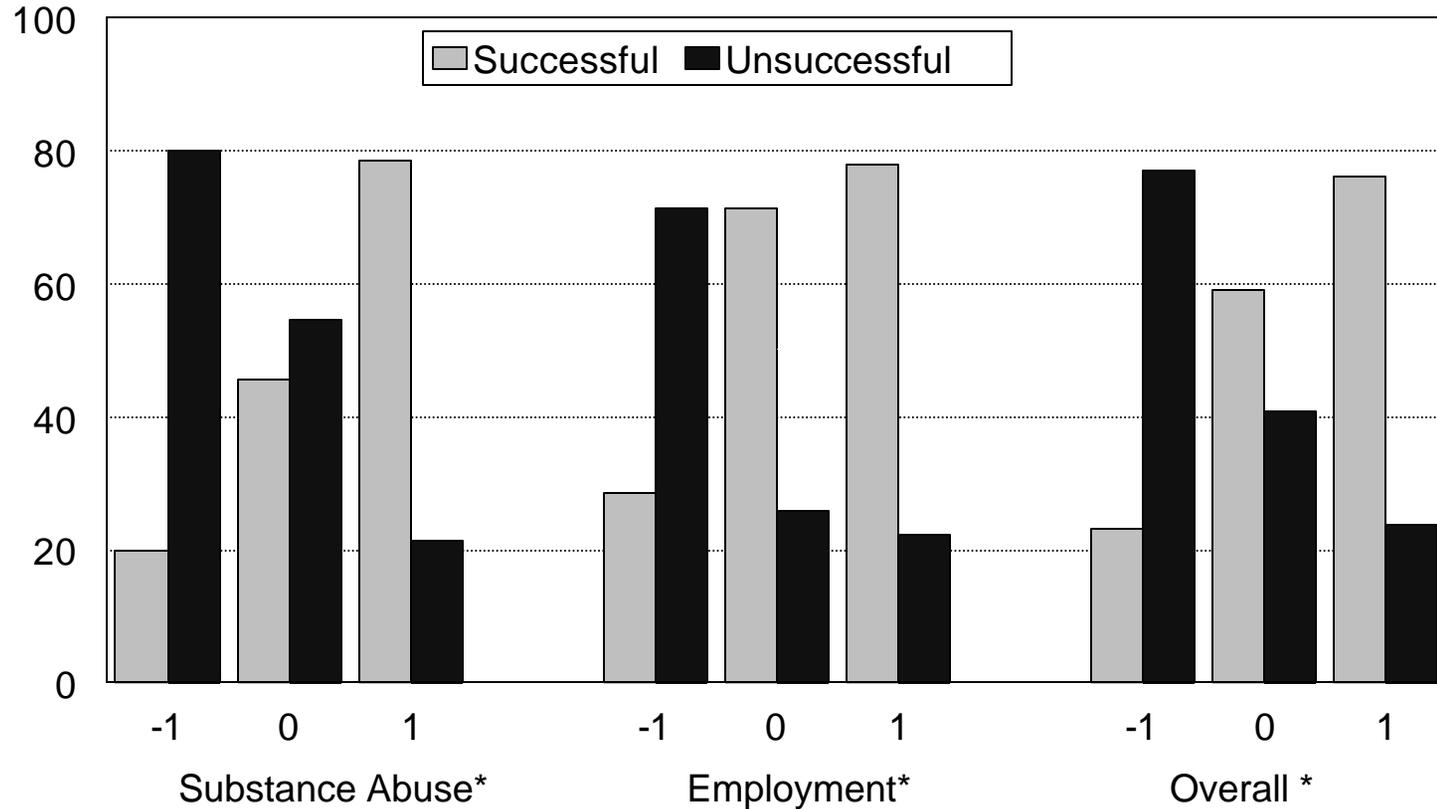


Reported as percent of offenders who worsened (-1); showed no change (0); or improved (1) in key problem areas

*p=.02 **p=.03

Figure 11

Change in Problem Areas by Success on Supervision



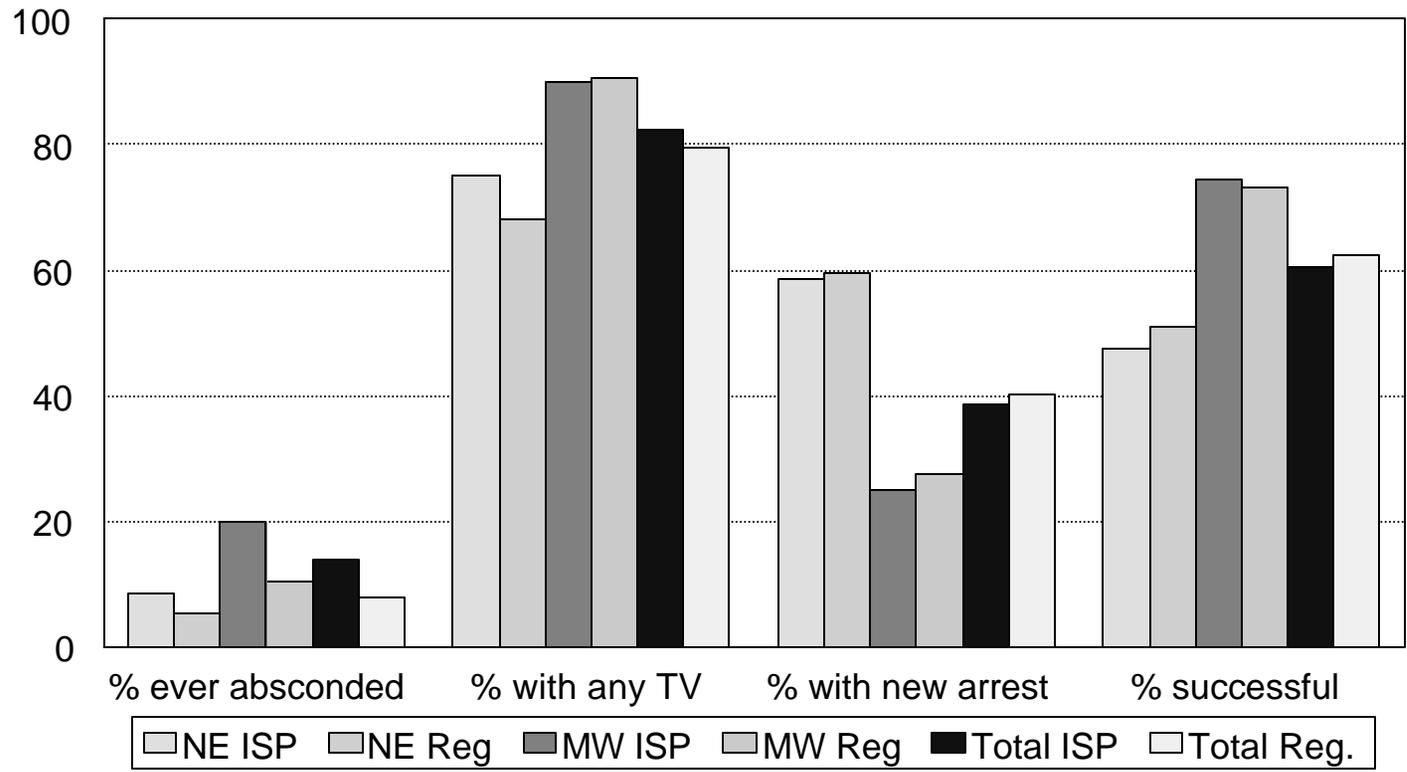
Reported as percentage of offenders who worsened (-1), showed no change (0), or improved (1). * p=.000

Does the Prototypical ISP Maintain Public Safety?

A key objective of this evaluation is to assess how effectively the prototypical ISP protects the public. Indicators of public safety include absconson from supervision, technical violations, new arrests, and supervision success. Please see Appendix D for descriptive data on case outcomes. There were no significant differences between study groups on any of these variables (Figure 12). Offenders who abscond from supervision create a public risk by virtue of being free of supervision constraints in the community and by not participating in necessary treatment and services. 13.8 percent of the offenders in the ISP group absconded at least once during the follow-up period as compared to 7.9 percent of the offenders in the regular supervision group. It is possible that offenders in the ISP group were more likely to abscond as a means to escape the more intrusive nature of supervision.

Technical violations have traditionally been viewed as a proxy for criminal behavior (Petersilia and Turner 1993). Although there is initial evidence which questions the existence of a correlation between technical noncompliance with conditions of supervision and criminal behavior (Petersilia and Turner 1990; Greene 1988), it continues to be an important measure of adjustment to supervision and compliance with authority. In contrast to previous ISP research which revealed an increase in the number of technical violations for ISP offenders as compared to offenders placed in other sentencing options (Erwin 1987; Wagner and Baird 1993; Petersilia and Turner 1993) the technical violation rates were similar across study groups: 82.4 percent of the ISP group and 79.6 percent of the regular supervision group committed at least one technical violation. The mean number of technical violations committed by the ISP group was 3.95 as compared to 3.42 for the regular supervision group. Very few of these technical violations led to any formal action:

Figure 12 Recidivism Data



Reported as percent of offenders

approximately 24 percent of the technical violations were reported to the court in each group; approximately 5.8 percent of the offenders in each group were revoked and incarcerated for a technical violation; 1.4 percent of the ISP group and 3.1 percent of the regular supervision group were placed in a more intensive unit as a sanction for a technical violation.

The most important indicator of public safety is new arrests. Consistent with previous ISP research, there were no significant differences between study groups in the percentage of offenders with any arrest: 45.7 percent of the ISP group had at least one new arrest as compared to 48.2 percent of the regular supervision group. Several offenders in both groups were arrested for more than one offense. Of the new arrests, many of them were for traffic offenses and other minor offenses. When these offenses are omitted from the analysis, 38.6 percent of the ISP group had at least one new arrest as compared to 40.3 percent of the regular supervision group.

Time to new arrest is often examined to ascertain the relative effectiveness of various levels of supervision in deterring criminal behavior. Offenders in the ISP group were at risk in the community for an average of 124.34 days prior to a new arrest as compared to an average of 108.04 days for the regular supervision group. Given this finding, the enhanced supervision within ISP appears to have some short-term incapacitative or deterrent effects.

The last measure of recidivism to be examined is success on supervision. Based on their status at the last report of the follow-up period offenders were categorized as a success if they were still active, transferred to regular supervision, and released from supervision altogether. Offenders were also categorized as a success if they were placed in a new unit as a sanction for a technical violation or new arrest. Many of these offenders were to eventually return to their assigned supervision unit to complete their term of supervision and were essentially considered active cases. Furthermore, since an objective of the prototypical ISP is to maintain offenders in the community,

this in-house sanctioning is seen as an appropriate response to many technical violations or minor offenses. Offenders were categorized as a failure if they were revoked for a technical violation or new offense, and if they were an absconder at last report. 60.5 percent of the ISP group was successful as compared to 62.3 percent of the regular supervision group (Figure 12).

A separate examination of recidivism data in each evaluation site reveals similar patterns with no significant differences between study groups on any of the variables. A comparison across sites reveals a significantly higher percentage of offenders with new arrests in the Northeastern ISP (58.7%) as compared to the Midwestern ISP (24.5%). The statistical difference is maintained even after controlling for race, criminal history score, and need score. That is, even controlling for factors that are known to be associated with recidivism, the Midwestern ISP had a lower percentage of offenders with a new arrest. These case outcomes should be interpreted with caution given the short follow-up period. The new arrests were for offenders who were still under probation or parole supervision. The likelihood of arrest could be altered by the increased level of supervision in ISP. It is possible that different patterns of recidivism (i.e., new arrests) will be revealed once offenders are released from supervision.

How Effective Are Specific Components of the ISP

As indicated, this evaluation provided an opportunity to examine the impact of various ISP components on offender behavior. T tests and chi-square analyses were conducted to identify any differences in the program activities and officer characteristics between offenders who had at least one arrest as compared to those offenders who had no arrests,⁸ and between offenders who were

⁸As indicated previously, two arrest variables were examined, one including all arrests, and one omitting arrests for traffic offenses. The results reported here refer to the relationship between program activities and officer characteristics and the latter arrest variable. Separate t-tests and chi-square analyses were conducted to examine the relationships between these factors and the arrest variables that includes all arrests. The same patterns were

successful on supervision as compared to those who failed on supervision (see Appendix E).

Contacts, Services and Outcomes. Although no significant differences were revealed, the number of drug tests, field contacts, collateral contacts, total contacts, and services per month were higher for offenders who had at least one arrest as compared to offenders with no arrest. The number of office contacts, collateral contacts, and total contacts per month were lower for offenders who were successful on supervision as compared to offenders who failed, while drug tests, field contacts, and services provided per month were higher. These same basic patterns held when examining each evaluation site separately.

These findings are opposite of those hypothesized. There are two possible explanations for these findings. First, the increase in contact for offenders who were arrested could possibly be in response to new criminal behavior being detected rather than because of more contact occurring prior to the arrest. Similarly, a higher number of contacts and services for offenders who failed on supervision could reflect the officers' attempts to prevent revocation when offenders were having difficulties; that is, officers may have met with noncompliant offenders more often and involved them in more services. Second, the higher number of contacts and services provided to offenders who were arrested or who failed on supervision may be indicative of an offender's higher level of risk and criminogenic needs. That is, a higher level of supervision and services was being provided to offenders with a higher likelihood of recidivism, and thus, the results are as expected. This suggests, however, that the provision of more intensive supervision and services did not significantly alter this likelihood of recidivism, thereby challenging the primary goal of ISP.

Officer Characteristics and Outcomes. Officers in the Northeastern and Midwestern sites were similar in terms of mean age, gender, months of correctional experience, attitudes toward

revealed.

treatment, and preferences for control tasks (see Appendix C). Based on the mean scores for the treatment scale of the simulated measure of supervision behavior, ISP officers within the Northeastern site had stronger preferences for treatment or assistance tasks as compared to ISP officers in the Midwestern site ($M=92.20$ versus 89.25). Within both sites, the ISP officers had significantly fewer years of experience than did regular supervision officers. ISP officers also had significantly lower mean scores on the attitude scale indicating that they had a stronger treatment orientation than regular supervision officers. This difference on the attitude scale was maintained when the total population of ISP and regular supervision officers were examined. Additionally, the mean score on the treatment scale was significantly higher for ISP officers as compared to regular supervision officers within the Midwestern site and within the overall sample of officers. The findings regarding stronger treatment orientations for ISP officers was expected given the extensive training and development process that ISP officers underwent in both sites.

t-tests and chi-square analyses were conducted to see if any of these differences in officer characteristics affected offender outcomes.

Two significant differences were revealed in the characteristics of officers working with offenders who had at least one arrest and failed on supervision as compared to officers working with offenders who had no arrests and were successful on supervision. First, the mean score on the treatment scale was 92.15 for the officers of offenders who had been arrested versus a mean score of 89.12 for the officers of offenders who had not been arrested ($p=.002$), and 92.21 for officers who failed on supervision versus 88.98 for offenders who were successful on supervision ($p=.001$). These data suggest a relationship between a stronger preference for treatment/assistance tasks and arrest and failure on supervision. Although the prototypical model calls for a stronger treatment orientation than was evident in the Georgia model of ISP, it also calls for a balanced approach to

supervision recognizing the need for an integration of intervention, surveillance, and enforcement tasks. It is possible that officers with a stronger preference for treatment tasks are less likely to monitor and enforce the conditions of supervision and that this, in turn, contributes to an escalation of antisocial and noncompliant behavior. This finding mirrors a previous finding regarding a higher number of arrests for more treatment oriented officers in a New Jersey ISP (Paparozzi, nd.).

The second significant difference in officer characteristics between successful and unsuccessful offenders was in the officers' age: the mean age for officers with offenders who were successful on supervision was 38.92 versus 36.62 for officers with offenders who were unsuccessful. This difference can be attributed to the Northeastern site that had younger officers and a higher percentage of offenders who failed on supervision.

No significant differences were found in officer characteristics and outcomes in the Midwestern site with officer characteristics being strikingly similar across all groups. In the Northeastern site, the mean score on the officer attitude scale for offenders who were arrested was significantly lower than the mean scores for offenders who were not arrested (28.7 versus 30.1). Lower scores on the attitude scale indicate a stronger treatment orientation. This finding supports the earlier finding regarding a relationship between a stronger preference for treatment tasks and more arrests and failures on supervision. A score of 30.1 on the attitude scale is closer to the true mean of the scale (38.5) which reflects a more balanced approach to supervision. Fewer arrests for offenders supervised by officers with a higher mean score may suggest that officers with a more balanced approach are better able to control offender behavior through the integration of intervention, surveillance, and enforcement tasks.

Logistic regression was used to examine more closely the relationship between officer characteristics and arrest or success on supervision. The advantage of logistic regression is that it

enables the researcher to examine relationships between two variables while holding other important variables constant. The statistical drawback is that introducing more variables into a model without increasing the sample size reduces the power of the test. Therefore, the number of variables entered into the models was limited to three. Table 3 reports the result of the regression model for predicting arrest with officers= age, treatment orientation, and site. Table 4 reports the result of the regression model for predicting success with officers= age, treatment orientation, and site. Site was included in the models because of the significant differences between sites in officers= mean scores on the treatment scale.

Table 3: Regression Coefficients for Relationship Between Officer Characteristics and Arrest (n=191)

Variable	B	S.E.	Sig	R	Exp(B)
Treatment Scale (range 80-97)	.292	.0276	.2903	.000	1.0397
Officer Age (range 29-46)	-.0068	.0259	.7919	.0000	.9932
State (0=Northeastern; 1=Midwestern)	-.9195	.3506	.0087	-.1339	.3987
Constant	-2.441	3.003	.4163		

-2 Log Likelihood = 255.820
Model Chi-Square =16.522 (p=.009)

Table 4: Regression Coefficients for Relationship Between Officer Characteristics and Success (n=194)

Variable	B	S.E.	Sig	R	Exp(B)
Treatment Scale (range 80-97)	-.0377	.0304	.2145	.000	.9630
Officer Age (range 29-46)	.0016	.0282	.9558	.000	1.0016
State (0=Northeastern; 1=Midwestern)	1.1385	.3826	.0029	.1664	3.1221
Constant	3.4985	3.2996	.2890		

-2 Log Likelihood = 226.315
Model Chi-Square = 21.194 (p=.001)

The results suggest that once site is controlled, the relationship between arrest or success and an officers= treatment orientation and age are no longer significant. However, the significant relationship that was previously identified between site and arrest is maintained regardless of the officers= age or score on the treatment scale. That is, offenders in the Northeastern site had an increased likelihood of arrest or failure on supervision as compared to offenders in the Midwestern site even after controlling for officer characteristics.⁹

Is the Prototypical ISP More Successful With One Type of Offender or Another?

T-tests, chi-square, and logistic regression analyses were conducted on the ISP sample to examine the relationship between offender characteristics and case outcomes. There were three significant bivariate relationships: Nonwhite offenders were significantly more likely to have a new arrest (51.6% versus 28.2%) and to be unsuccessful on supervision (48.8% versus 23.9%; Figure 13); the mean criminal history score for the group of offenders that was arrested (10.66) was significantly higher as compared to group of offenders that was not arrested (9.43) and significantly lower for the group of offenders that was successful on supervision (9.50) as compared to the group of offenders that was unsuccessful (10.70); and the mean need score for the group of offenders that was arrested (9.23) was significantly higher as compared to the group of offenders that was not arrested (8.31) and significantly lower for the group of offenders that was successful on supervision (8.05) as compared to the group of offenders that was unsuccessful (9.92) (Figure 14).

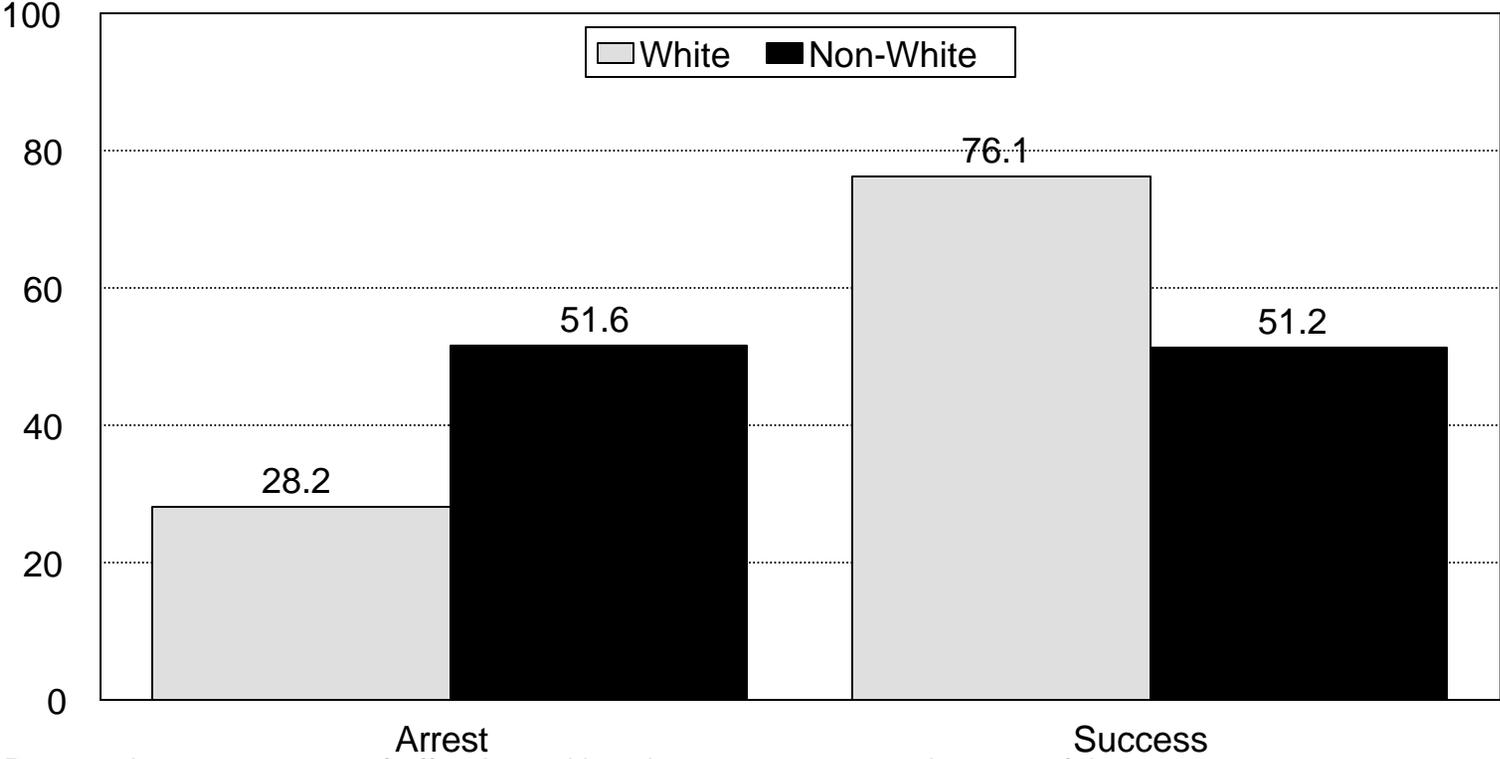
A separate examination of the relationship between offender characteristics and case outcomes in each site revealed very different findings. In the Midwestern site, the only significant

⁹Recall that t-tests were conducted on the Northeastern sample to compare officers=mean scores on the treatment scale for offenders who were arrested or failed on supervision and offenders who were not arrested or successful on supervision. The finding of no significant differences offers additional support for the finding reported here.

difference was found in the mean age of offenders: the mean age of the group of offenders that was arrested (26.59) was significantly lower than the mean age for the group of offenders that was not arrested (30.95). No significant differences were revealed in the Northeastern site.

Further analysis of the total ISP sample suggests that the bivariate relationships between offender characteristics and arrest and success may be spurious relationships. Tables 5 and 6 report the results of two logistic regression models. The first model examines the relationship between race, criminal history score, needs score and arrest. The second model examines the relationship between these offender characteristics and success on supervision. As can be seen, once “site” is entered into the models, the relationships are no longer significant. Site is a better predictor of arrest than race, criminal history score, or need score with offenders in the Northeastern site being more likely to be arrested. The results for success on supervision are not as clear. As with the arrest model, the relationships between race, criminal history score, and need score are no longer significant once site is entered into the model. Need score and race continue, however, to explain some variation in the likelihood of success on supervision. This could possibly be explained by the significantly higher percentage of non-white offenders and the significantly higher need scores among the Northeastern sample.

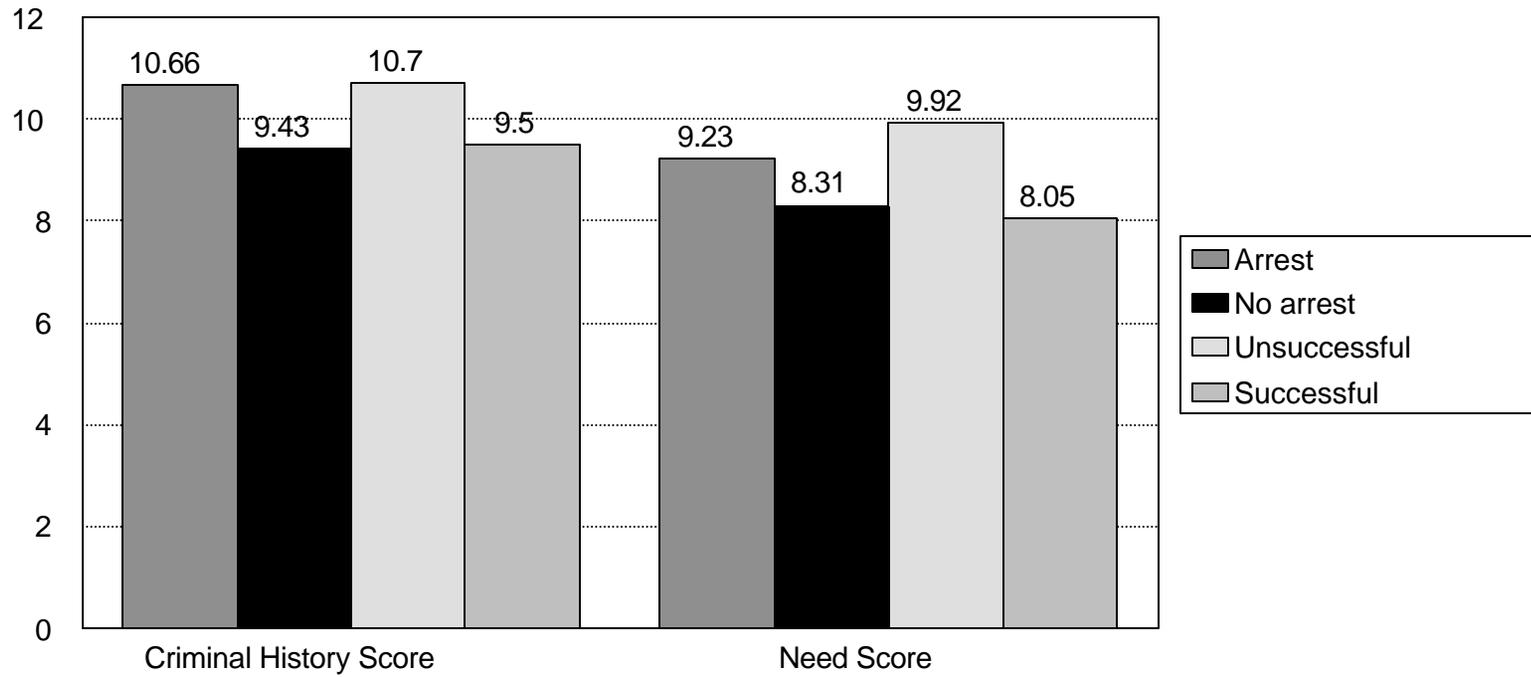
Figure 13
Race and Arrest, Success



Reported as percentage of offenders with at least one arrest and successful on supervision.

Figure 14

Criminal History and Need Scores by Arrest, Success



Reported as mean scores

Table 5: Regression Coefficients for Relationship Between Offender Characteristics and Arrest (n=204)

Variable	B	S.E.	Sig	R	Exp(B)
Race (0=white; 1=nonwhite)	.5274	.3680	.1518	.0145	1.6946
Need Score (range=0-15)	-.0117	.0508	.8181	.000	.9884
Criminal History Score (range=0-16)	.0335	.0458	.4641	.000	1.0341
Site (0=Northeastern; 1=Midwestern)	-.8520	.4369	.0512	-.0838	.4266
Constant	-.5664	.8326	.4963		

-2 Log Likelihood = 239.692
 Model Chi-Square = 17.249 (p=.0017)

Table 6: Regression Coefficients for Relationship Between Offender Characteristics and Success (n=(210)

Variable	B	S.E.	Sig	R	Exp(B)
Race (0=white; 1=nonwhite)	-.7641	.4013	.0569	-.0842	.4658
Need Score (range=0-15)	-.1003	.0553	.0696	-.0751	.9046
Criminal History Score (range=0-16)	-.0375	.0510	.4619	.000	.9632
Site (0=Northeastern; 1=Midwestern)	.3988	.4663	.3923	.000	1.4901
Constant	2.1401	.9178	.0197		

-2 Log Likelihood=207.684
 Model Chi-Square = 21.461 (p=.0003)

DISCUSSION

Limitations

There are four primary limitations to this study. First and foremost, the statistical analyses was constrained by the small sample size. Further compounding this problem was the fact that cases were distributed across five departments (one in the Northeast and four in the Midwest), and that many different service providers (in-house and contracted) were used both within and across jurisdictions. In essence, each offender received a unique package of supervision and services. While this meets the criterion of individualized needs-based treatment, it makes it difficult to look into the black box of treatment and discern the treatment effects of any one component or package of services. Second, and relatedly, without measures of length, or dose of service, the intensity of services received by offenders is ambiguous.

The third limitation concerns possible treatment contamination. That is, with the exception of fewer supervision contacts, it is not clear that the treatment received by the regular supervision group was distinct from that received by the ISP group. In the Midwestern site, the treatment philosophy within the organization and the common services available to both groups make it likely that the treatment was more similar than dissimilar. Hence, similar outcomes could be expected.

The fourth limitation concerns the follow-up period. As indicated previously, the study period was limited to a variable period of five (5) to fifteen (15) months. This is not a sufficient period of time to examine the persistence of program effects. Additionally, recidivism data are only available for offenders while they were under correctional supervision which does not provide any information regarding post-supervision behavior.

Summary of Findings

The findings of this evaluation can be summarized as follows:

- C For the most part, the target population for ISP was appropriately high risk. Significant differences in offender characteristics suggest that the Northeastern sample was comprised of higher risk offenders than the Midwestern sample.
- C The results of the stakeholder interviews suggest that the organizational climate and philosophy in the Midwestern site is more supportive of the prototypical ISP as compared to the Northeastern site.
- C The CPAI results for the ISPs and service providers in the Midwestern site reflect a better understanding and incorporation of the principles of effective intervention than in the Northeastern site. Offenders in the Midwestern site, therefore, received higher quality services than offenders in the Northeastern site.
- C As compared to the regular supervision group, the ISP group received a significantly higher level of supervision contacts and services.
- C ISP officers had a stronger treatment orientation than regular supervision officers.
- C The data suggest that participation in ISP leads to more improvement in substance abuse and to more overall improvements in case objectives.
- C Reductions in criminogenic needs (substance abuse and employment) contributed to fewer arrests and better case outcomes.
- C The technical violation rates were similar across study groups with a high percentage of offenders in both groups having at least one technical violation. Very few of the technical violations led to any formal action.
- C There were no significant differences between study groups in the percentage of offenders with any arrest: 38.6 percent of the ISP group had at least one arrest as compared to 40.3 percent in the regular supervision group.
- C There were no significant differences between groups in the percentage of offenders who succeeded on supervision: 60.5 percent of the ISP group was successful on supervision as compared to 62.3 percent of the regular supervision group.
- C Offenders in the Northeastern site were significantly more likely to be arrested or to fail on supervision than offenders in the Midwestern site even after controlling for offender risk.
- C Bivariate analyses revealed that non-white offenders, offenders with higher criminal history scores, and offenders with higher need scores were significantly more likely to be arrested and to fail on supervision. These relationships, however, were no longer significant in multivariate analyses that controlled for site.
- C t-tests and chi-square analyses revealed no significant differences in the level of contacts and

services provided between offenders who were arrested and offenders who were not or between offenders who were successful or unsuccessful on supervision.

- C Bivariate analysis revealed that a younger age and a stronger treatment orientation among officers contributed to an increased likelihood of arrest and failure on supervision. These relationships, however, were no longer significant in multivariate analyses that controlled for site.

Conclusions

The findings are consistent with earlier evaluations of ISP in many ways. Most importantly, there are no significant differences between groups in the percentage of offenders with new arrests. This finding is somewhat troublesome for ISP advocates. Given that ISP costs more to operate, agency administrators and legislatures will expect to see improved outcomes.

One possibility is worth noting. As noted by Petersilia and Turner (1993) the probability of detecting crimes and technical violations in the ISP group are potentially increased as the result of the enhanced level of supervision. “Thus, it may be that an ISP offender is committing the same number or fewer crimes than someone on routine supervision, who has a lower probability of being arrested for them” (p. 5). Another similarity with previous ISP research is that ISP was found to lead to more improvements in criminogenic needs, and in turn, these improvements were associated with having no arrest and success on supervision. Byrne used such findings from his evaluation of a Massachusetts ISP to argue for “strong support for crime control through treatment.”

In contrast to previous ISP research, there were no significant differences in the number of technical violations and the number of offenders returned to prison. The high prevalence of technical violations in both study groups may be a function of agency policy regarding the definitions and documentation of noncompliance. The low percentage being returned to prison for technical violations combined with information gathered through the stakeholder interviews and CPAIs indicates that officers are working harder to keep the offender in the community and using

in-house sanctions in response to noncompliance. Given the systemic costs of high return rates (e.g., crowding, budget constraints), this practice should be viewed as an improvement over past ISP practices which returned ISP offenders to prison for technical violations at a much higher rate than regular supervision offenders (see Turner and Petersilia 1992).

Although not directly assessed, it appears that the prototypical model of ISP, as operating in the two evaluation sites, may facilitate some system goals of diversion and cost reduction: ISP kept offenders in the community longer before a new arrest, and did not contribute to an increased number of offenders being returned to prison as was the case with the Georgia model. However, given that the prototypical model, like its predecessor (i.e., the Georgia Model) has not, for the most part, achieved its stated goal of reduced recidivism, the obvious question becomes “should we continue to include ISP as a key component within community corrections?”

There are two very pragmatic reasons for continuing the operation of the prototypical model of ISP. First, probation and parole agencies need a method for handling high risk and high need offenders. An analysis of current probation and parole populations indicates the presence of these individuals *whether or not* they are diverted from prison. The additional staff and resources available to ISP provide probation and parole agencies with the opportunity to continue discovering the program components and dosages necessary for achieving stated goals.

Second, ISPs provide a much needed sentencing option for the courts. As stated previously, the “risk principle” suggests that offenders should be matched to programs which provide a level of intensity commensurate to their level of risk (Andrews and Bonta, 1994). The extremes of the continuum, probation and prison, do not account for all possible offender groups. Therefore, intermediate options are needed, not necessarily for “just deserts,” but as a mechanism for matching the goals of sentencing with the risks and needs of offenders.

Provided that ISP continues then, how can it be enhanced to achieve stated goals? The program operating within the Second Judicial District is a relatively young program. This evaluation has identified several ways in which the programs could be improved to better reflect the principles of effective intervention. Furthermore, the findings regarding improvements in key problem areas suggest that this treatment-oriented model is achieving some of its intermediate goals. Although a mere increase in contact or services does not appear to lead to improved outcomes, it may be that the quality and nature of what occurs during these contacts and services positively influences outcomes. A larger sample, improved measures of service delivery, and a longer follow-up period are needed to more adequately explore this possibility. Given the important role of organizational philosophy on officer performance (see Clear and Latessa 1993), it may be that programs and research which compares one agency program to another is misguided. The similar findings across study groups should really come as no surprise. Despite the different target populations and the different standards or focus of supervision across programs within a jurisdiction, agency personnel are all subject to the same organizational environment. Their performance is affected by the organizational climate, philosophies, and most importantly, by the standards against which their performance is judged. In the Second Judicial District the strong emphasis on treatment directs officers to ensure that offenders are getting needed services regardless of the type of caseload they are supervising. Instead of expecting ISP to outperform regular probation it should be viewed as a tool, as *one* component of a probation and parole system that addresses a specific need (Fulton, Gendreau, and Pappozzi, 1996). It may be that ISP brings benefits to other forms of supervision by alleviating the pressure to deal with high-risk cases. However, without a pre-post evaluation to examine organizational program impacts, this cannot be ascertained.

Based on the findings reported here, it is suggested that future research focus on three key issues. The first issue concerns the measurement of additional intermediate outcomes. As shown, the prototypical ISP can be effective in meeting offender needs. Focusing on outcomes that are linked to specific program components and interventions will allow an agency to assess the effectiveness of these components and, more importantly, to disentangle their effects on recidivism. ISP resources can then be allocated to those programmatic aspects that lead to improvements in key problem areas and that also reduce recidivism. Intermediate outcomes can be measured through assessment and reassessment with risk/need assessment instruments and through other pre- post measures of change.

The second suggestion for future research is to measure the dosage of intervention provided to offenders. This evaluation falls short of adequately measuring the amount of treatment provided to offenders. Additionally, the qualitative nature of specific program components should be further examined. For example, how long do ISP officers spend with offenders during each supervision contact? What do they talk about? What treatment modality is being used at the local substance abuse program? How many hours per week do offenders participate in treatment? Is the facilitator of the cognitive skills group good at modeling the desired behavior? Answering such questions will provide additional guidance for program improvements.

Third, additional recidivism data should be collected to examine the persistence of program effects. A primary goal of the prototypical model of ISP is long-term behavioral change. A long-term follow-up period is needed to discern how well ISP is achieving this goal.

These results confirm earlier research which suggests the importance of targeting improved substance abuse, cognitive skills development, and employment as a means of reducing recidivism.

Furthermore, they represent an improvement over evaluation results of earlier models which

found that a sole focus on surveillance-oriented measures resulted in more technical violations and more offenders in ISP being returned to prison. These two findings suggest the potential for improved outcomes through additional research and refinement of the model.

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APPENDIX A
OFFENDER CHARACTERISTICS

Appendix A.1. Demographic Characteristics

Variable	Northeastern Site				Midwestern Site				Total			
	ISP (N=109)		Regular (N=94)		ISP (N=109)		Regular (N=94)		ISP		Reg	
	N	%	N	%	N	%	N	%	N	%	N	
<u>Race</u> ¹												
White	32	29.4	23	24.5	85	84.2	86	88.7	117	55.7	109	57.1
Black	43	39.4	52	55.3	10	9.7	7	7.2	53	25.2	59	30.9
Hispanic	33	30.3	19	20.2	4	4.0	3	3.1	37	17.6	22	11.5
American Indian	--	--	--	--	2	2.0	1	1.0	2	1.0	1	.5
<u>Sex</u> ¹												
Female	18	16.5	16	17.0	4	4.0	8	8.2	22	10.5	24	12.6
Male	91	83.5	78	83.0	97	96.0	89	91.8	188	89.5	167	87.4
<u>Marital Status</u> ¹												
Single	80	73.4	78	83.0	59	58.4	58	59.8	139	66.2	136	71.2
Married	12	11.0	3	3.2	16	15.8	18	18.6	28	13.3	21	11.0
Divorced/Separated	17	15.6	13	13.8	25	24.8	21	21.6	42	20.0	34	17.8
No information	--	--	--	--	1	1.0	0	0	1	0.5	0	0
<u>Years Education</u> ^{1, 2, 3}												
Less than high school	44	40.4	55	58.5	19	18.8	27	27.8	63	30.0	82	42.9
High School/GED	59	54.1	37	39.4	75	74.3	65	67.0	134	63.8	102	53.4
More than high school	6	5.5	1	1.1	6	5.9	5	5.2	12	5.7	6	3.1
No information	--	--	1	1.1	1	1.0	0	0	1	0.5	1	.5
<u>Employed at Arrest</u> ¹												
Yes	16	14.5	7	7.4	45	44.6	40	41.2	133	63.3	47	24.6
No	78	71.6	82	87.2	55	54.5	56	57.7	61	29.0	138	72.3
No information	15	13.6	5	5.2	1	1.0	1	1.0	16	7.6	6	3.1
<u>Number of Dependents</u> ^{1, 3}												
N		108		91		100		97		208		188
Mean		1.70		1.40		1.17		.78		1.45		1.08
Median		1.00		1.00		1.00		.00		1.00		1.00
SD		1.73		1.60		1.46		1.20		1.63		1.44
Range		0 - 7		0 - 9		0 - 6		0 - 5		0 - 7		0 - 9
<u>Age</u> ¹												
N		109		94		100		96		209		190
Mean		34.98		35.28		29.86		29.36		32.53		32.29
Median		35.15		34.22		29.31		27.52		32.14		31.82
SD		7.61		8.66		7.35		7.36		7.90		8.54
Range		17.79 - 58.71		19.25 - 68.39		0 - 52.87		0 - 62		17.79-58.71		18.98-68.39

¹Significant differences across states (p # .01); ²Significant differences between ISP and Regular in NE State (p # .05); ³Significant differences between ISP and Regular overall (p<.05).

Appendix A.2. Background Characteristics

Variable	Northeastern Site				Midwestern Site				Total			
	ISP (N=109)		Regular (N=94)		ISP (N=101)		Regular (N=97)		ISP (N=210)		Reg (N=191)	
	N	%	N	%	N	%	N	%	N	%	N	%
% with suicidal history	10	9.2	4	4.3	10	9.9	14	14.4	20	9.5	18	9.4
% with history of drug problems	100	91.7	91	96.8	98	97.0	94	96.9	198	94.3	185	96.9
% with history of treatment ¹	72	66.1	55	58.5	85	84.2	80	82.5	157	74.8	135	70.7
% on alcohol/drugs at arrest ¹	63	57.8	46	48.9	31	30.7	42	43.3	94	44.8	88	46.1
<u>Most Serious Drug of Choice ¹</u>												
Marijuana	7	6.4	6	6.4	34	33.7	24	25.3	41	19.5	30	50.7
Crack/Cocaine	35	32.1	31	33.0	19	18.8	7	7.2	54	25.7	38	19.9
Alcohol	22	20.2	19	20.2	32	31.7	47	48.5	54	25.7	66	34.6
Narcotics/Opiates	36	33.0	33	35.1	--	--	--	--	37	17.6	33	17.3
Amphetamines	--	--	--	--	10	9.9	16	16.5	10	4.8	16	8.4
<u>Problem Areas (# and % with frequent or chronic problems)</u>												
Academic ^{1,3}	37	33.6	40	42.6	4	3.9	19	19.2	41	19.5	59	30.9
Drugs ¹	79	71.8	68	72.3	50	49.0	43	43.3	129	61.4	111	58.1
Alcohol ¹	48	43.6	38	40.4	60	58.8	62	62.6	108	51.4	100	52.4
Employment ¹	79	67.3	68	72.3	22	21.6	22	22.2	101	48.1	90	47.1
Living arrangements	22	20.0	11	11.7	9	8.8	10	10.1	31	14.8	21	10.9
Mental health ^{1, 2}	38	34.5	20	21.3	17	16.7	20	20.2	55	26.2	40	20.9
Domestic relations ¹	31	28.2	21	22.3	10	9.8	9	9.1	41	19.5	30	15.7
Sexual behavior	7	6.4	6	6.4	1	1.0	3	3.0	8	3.8	9	4.7
Financial ^{1, 3}	53	48.2	54	57.4	26	25.5	47	47.5	79	37.6	101	52.9
<u>Age at first regular drug use^{2,4}</u>												
N		81		69		95		91		176		160
Mean		15.51		17.41		15.60		15.67		15.56		16.43
Median		15.00		16.00		15.00		16.00		15.00		16.00
SD		4.66		4.73		3.49		3.32		4.06		4.06
Range		2 - 31		9 - 32		8 - 30		7 - 24		2 - 31.00		7 - 32.00

¹ Significant differences across states (p # .01); ² Significant differences between ISP and Regular in NE State (p< .05); ³ Significant differences between ISP and Regular in MW State(p<.001); ⁴ Significant differences between ISP and Regular overall (p<.05).

Appendix A. 3. Offender Classification

Characteristic	Northeastern Site		Midwestern Site		Total	
	ISP(1)	Regular(0)	ISP(1)	Regular(0)	ISP(1)	Regular
<u>Need Score (possible range 0 - 27) ¹</u>						
n	97.00	79.00	100.00	97.00	197.00	176.00
Mean	10.61	10.56	6.76	7.47	8.66	8.86
Median	11.00	12.00	6.00	7.00	9.00	9.00
SD	3.15	2.60	3.05	3.73	3.65	3.61
Range	3 - 19	4 - 16	0 - 15	2 - 18	0 - 19	2 - 18
<u>Criminal History Score (possible range 0-16) ¹</u>						
n	105.00	87.00	101.00	96.00	206.00	183.00
Mean	10.76	10.97	9.00	8.48	9.90	9.66
Median	12.00	12.00	10.00	9.00	10.00	11.00
SD	3.55	3.36	3.45	3.42	3.61	3.60
Range	1 - 16	0 - 16	0 - 15	1 - 16	0 - 16	0 - 16
<u>Risk Category ^{1, 2, 3}</u>						
Minimum (1)	--	--	1 (1.0%)	4 (4.2%)	1 (0.5%)	4 (2.1%)
Medium (2)	--	--	5 (5.0%)	21 (21.6%)	5 (2.4%)	21 (11.0%)
Maximum (3)	107(98.2%)	94 (100%)	93 (92.1%)	69 (71.1%)	200 (95.2%)	163 (85.3%)
No information	2 (1.8%)	--	2 (2.0%)	3 (3.1%)	4 (1.9%)	3 (1.6%)
<u>Offense Type ¹</u>						
Drug/alcohol related	43 (39.4%)	33 (35.1%)	34 (33.7%)	33 (34.0%)	83 (39.5%)	69 (36.1%)
Property	29 (26.6%)	25 (26.6%)	42 (41.6%)	37 (38.1%)	71 (33.8%)	62 (32.5%)
Personal	29 (26.6%)	27 (28.7%)	17 (16.8%)	17 (17.5%)	46 (21.9%)	44 (23.0%)
Other	8 (7.3%)	9 (9.6%)	6 (5.9%)	10 (10.3%)	8 (3.8%)	16 (8.4%)

¹ Significant differences across states (p # .01); ² Significant differences between ISP and Regular in MW State(p<.001); ³ Significant differences between ISP and Regular overall (p<.001).

Appendix A. 4. Criminal History

Characteristic	Northeastern Site		Midwestern Site		Total	
	ISP(1)	Regular(0)	ISP(1)	Regular(0)	ISP(1)	Regular
Prior juvenile record ^{1, 2}	31 (28.2%)	24 (25.5)	62 (60.8%)	46 (46.5%)	93 (44.3%)	70 (36.6%)
Prior probation ¹	103 (93.6%)	89 (94.7%)	77 (75.5%)	73 (73.7%)	180 (85.7%)	162 (84.8%)
Prior probation revocation ¹	70 (63.6%)	62 (66.0%)	44 (43.1%)	36 (36.4%)	114 (54.3%)	98 (51.3%)
Prior parole ¹	79 (71.8%)	73 (79.4%)	34 (33.3%)	29 (29.3%)	113 (53.8%)	102 (53.4%)
Prior parole revocation ¹	54 (50.0%)	55 (59.1%)	10 (9.8%)	8 (8.1%)	64 (30.5%)	63 (32.9%)
<u>1 or more convictions for:</u>						
Property crimes	64 (58.2%)	52 (55.3%)	44 (43.1%)	31 (31.3%)	108 (51.4%)	83 (43.5%)
Drug crimes	46 (41.8%)	40 (42.6%)	7 (6.9%)	7 (7.1%)	53 (25.2%)	47 (24.6%)
Person crimes	45 (40.9%)	37 (39.4%)	6 (5.9%)	2 (2.0%)	51 (24.3%)	39 (20.4%)
<u>Total arrests</u>						
Mean	9.99	10.83	10.12	10.27	10.13	10.99
Median	8.00	8.00	9.00	9.00	9.00	8.00
SD	7.41	10.25	7.12	9.31	7.34	9.73
Range	1 - 40	1 - 68	1 - 37	0 - 52	1 - 40	0 - 68
<u>Total convictions ¹</u>						
Mean	11.80	11.45	7.78	8.42	9.92	9.85
Median	10.00	9.00	7.00	7.00	8.00	8.00
SD	8.96	8.96	5.73	7.08	7.68	8.15
Range	0 - 49	0 - 42	0 - 34	0 - 39	0 - 49	0 - 42
<u>Total felony convictions ^{1,2}</u>						
Mean	3.75	4.04	1.19	.74	2.52	2.33
Median	3.00	3.00	1.00	.00	1.00	1.00
SD	3.45	3.55	1.81	1.17	3.06	3.08
Range	0 - 18	0 - 19	0 - 9	0 - 5	0 - 18	0 - 19

¹ Significant differences across states (p # .01); ² Significant differences between ISP and Regular in MW State(p<.001).

APPENDIX B
STAKEHOLDER INTERVIEWS

NORTHEASTERN EVALUATION SITE STAKEHOLDER INTERVIEWS

SUMMARY OF FINDINGS

Introduction

As part of the ISP evaluation process interviews were conducted with stakeholders in the Northeastern Evaluation Site to determine their knowledge and attitudes about the development of the ISP over the past 18 months. The interview results will serve as one indicator of the extent to which the prototypical model of intensive supervision (ISP) has been implemented. Fourteen interviews were conducted on September 11 and 12, 1996. The interviews each lasted approximately one hour and consisted of the following questions:

1. How is ISP different from other probation/parole services or programs?
2. What are the goals of the program?
3. What are your general perceptions of the ISP program?
4. How has the program (or probation services) changed over the past 18 months?
5. What are the primary strengths of the program?
6. What are the areas needing improvement?
7. Is there anything that you would like to add?

Groups responses to each of these questions are be summarized below. Individual responses will remain anonymous. The information gained through these interviews will be incorporated into later evaluation reports as appropriate.

Question #1 -How is ISP different from other probation/parole services or programs?

This question was designed to determine the extent of stakeholder knowledge about the ISP design and operations. The following program features were consistently identified as those that differentiate ISP from other probation services:

- C All services are available to all offenders in the Hartford unit with the exception of the Employment Development Center, which is unique to ISP. The ISP unit has established good relationships with service providers which is believed to enhance the quality of services and improve access to services for ISP offenders.
- C ISP caseloads consist of only high risk/need offenders while other caseloads consist of offenders with varying levels of risk.
- C ISP officers have different working conditions than other officers in the unit. They have more equipment (cars, safety equipment) available to them, flexible work hours, and receive higher pay.
- C The philosophy distinguishes the ISP from other units. There is more emphasis placed on

positive behavioral change, use of positive reinforcement, a balanced approach to supervision, and a more individualized approach. The ISP unit is viewed as being more proactive than other units. They use an objectives based case management technique that facilitates the identification of needs and supervision planning. ISP officers are viewed as less law enforcement-oriented and less punitive than other officers are.

- C ISP caseloads are capped at 25 versus 200-300 for regular supervision allowing for more intensive services and fieldwork.

When discussing differences between units, almost every person interviewed mentioned the animosity that exists between personnel because of the additional resources and attention given to ISP officers.

Question #2 - What are the goals of the program?

This question was designed to ascertain the extent to which stakeholders understood and agreed with the primary goals of the program. Each respondent was first asked, "what are the goals" and then asked, "what should they be."

Both supervision outcomes and improved program processes were identified as program goals. The most common supervision outcomes identified include:

- reduce recidivism;
- community safety;
- long-term behavioral change;
- enhance quality of life; and
- improving offender needs (employment, education, and drug treatment).

While community safety and reduced recidivism were the primary program goals, this list of outcomes implies that stakeholders view the ISP as attempting to have a broader impact on offenders than just in-program control.

The following improvements in program processes were also identified as important program goals:

- C providing more quality supervision;
- C interacting in a more positive manner with offenders;
- C more individualization of case plans;
- C making resources more available to offenders; and
- C increased monitoring of offenders.

These process goals support the program philosophy reflected in Question #1.

When asked what the program goals should be two respondents expressed concern regarding an imbalance toward too much flexibility and individualization at the expense of holding offenders accountable and giving them too many breaks. They felt that violation behavior should be taken

into account and enforcement of conditions should be equally important as positive reinforcement.

Question 3# - What are your general perceptions of the ISP program?

Respondents were probed for their opinions regarding the effectiveness of ISP and their knowledge about public, judicial and legislative perceptions of the program.

Most responses focused on the degree of success in changing officers' supervision philosophies and practices from a law enforcement orientation to the balanced approach. Respondents indicated that many officers were still struggling with the change and still learning. Service providers indicated that officers were helpful in terms of treatment. Most respondents noted the level of commitment to the new program philosophy among ISP officers and administrators. Several respondents stated that effectiveness would depend on officers understanding of balanced approach and the individual effort of officers.

A negative outcome perceived by respondents was the rift that the program was creating in the Hartford office. According to the respondents, other officers view ISP officers as under- worked and overpaid. Other officers aren't sold on the idea and don't see that ISP officers are doing anything any better.

In terms of judicial, legislative and public opinion, respondents were in agreement that these groups knew very little about the program. This was viewed favorable since it allowed probation to maintain control over program design and operations. The program did receive favorable media coverage on their employment program for ISP offenders.

Question #4 - How has the program (or probation services) changed over the past 18 months?

The purpose of this question was to determine what specific changes were made to the ISP. Respondents were probed about specific program elements identified as critical to the prototypical model of ISP. This question provided another opportunity to measure the extent to which the balanced approach and critical elements set forth in the prototypical model have actually been incorporated. Each of the critical elements is listed below along with the respondents' comments regarding their incorporation.

- C A high risk/need target population - respondents reported that a new risk/need instrument was developed and implemented statewide. It is used to identify high-risk offenders for participation in ISP. Caseloads are strictly limited to high-risk cases.
- C Small caseloads - ISP caseloads are now capped at 25 as opposed to 40.
- C Objectives-based case management - All respondents were aware of the shift to an objectives-based case management system. This was identified as one of the most important changes. Respondents indicated that ISP officers were focusing more on supervision planning, the achievement of client objectives, and the prioritization of needs. Some officers' work appears to be more results-oriented than others.

- C Effective intervention - the Employment Development Center is a new service available to ISP participants. Respondents indicated that officers appear to be working with the clients as individuals, attempting to address their needs. There seems to be more involvement with clients and families, more meetings/involvement with treatment programs, and more referrals to treatment programs.
- C Purposeful surveillance activities - respondents indicated that there is a lot of activity still but that it appears to be designed to effect change rather than to just "watch."
- C A system of control and accountability - the agency as a whole has focused on the use of alternative sanctions. Officers try other options now whereas before, revocation was quickly sought.
- C A system of positive reinforcement - respondents consistently referred to the increased focus on the use of positive reinforcement although they mentioned that officers were struggling with developing a broader range of reinforcements to use. They focus on spending more positive time with clients and on praising them more often.
- C Community involvement programs - no comments.
- C A method for ongoing program evaluation and modification - ISP case plans are computerized. Respondents suggested that this facilitated review and modification.

A common theme in responses to this question was the difficulty associated with the change in program philosophy and skills. Several respondents indicated that they would select new officers due to the difficulties associated with changing the old way of thinking. There is a general sense of commitment to the philosophy but in practice has been very hard to fully implement.

One service provider felt that the old intensive supervision drug unit was more intensive with officers having more interactions with treatment agency and being more responsive. This respondent referred to the unit as "disbanded."

Question #5 - What are the primary strengths of the program?

The program strengths mentioned by the respondents reflected the following key issues:

- C The additional resources allotted to ISP in conjunction with reduced caseloads which allows for increased contact with offenders and enhanced knowledge of the individual;
- C A clearly defined population and a more objective means of assigning cases to ISP;
- C The program philosophy including the balanced approach to supervision and the use of positive reinforcement;

- C The good relationship with outside service providers and knowledge of community resources;
- C Officer attitudes including their motivation to learn new techniques, their genuine concern about offenders and program, and increased satisfaction.

Question #6 - What are the areas needing improvement?

The areas of the program mentioned by respondents as needing improvement reflected the following key issues:

- C The skill level of probation officers - more training is needed in areas of group dynamics, objectives-based case management, positive reinforcement, and dynamics of addictions.
- C The relationship between ISP personnel and rest of office - rotating officers in and out of unit viewed as a potential way to improve office relations and to even out resources and workloads.
- C Case transitioning - better aftercare is needed for offenders once transferred to regular supervision. The limited resources available to regular caseloads limit what they can do with offenders.
- C A more diversified group of officers - specifically, a Hispanic officer is needed.

Question #7 - Is there anything that you would like to add?

All comments were incorporated into the above questions.

MIDWESTERN EVALUATION SITE STAKEHOLDER INTERVIEWS

SUMMARY OF FINDINGS

Stakeholders included two program administrators, four area supervisors, four TASC liaisons, five auxiliary program representatives, one judge from the parole board, one representative from the State Department of Corrections, one police officer, and one judge. The interviews each lasted approximately one hour and consisted of the following questions:

1. How is ISP different from other probation/parole services or programs?
2. What are the goals of the program?
3. What are your general perceptions of the ISP program?
4. How has the program (or probation services) changed over the past 18 months?
5. What are the primary strengths of the program?
6. What are the areas needing improvement?
7. Is there anything that you would like to add?

Question #1 - How is ISP different from other probation/parole services or programs?

This question was designed to determine the extent of stakeholder knowledge about the ISP design and operations. The responses suggest agreement among stakeholders on the defining characteristics of ISP. The following program features were consistently identified as those that differentiate ISP from other probation/parole services:

- The additional staff resources allocated to ISP (i.e., one officer to twenty-five cases) allows for a higher level of supervision including frequent fieldwork and one-on-one time with offenders.
- High-risk offenders are identified for participation in ISP by a standardized risk instrument.
- ISP participants have many criminogenic needs, are often antisocial, and lead chaotic lives.
- There is a higher level of communication between ISP and other components (residential, TASC, day reporting center, and police agencies).
- The ISP places a strong emphasis on treatment. Although treatment resources are available to all probationers and parolees, many forms of treatment are required for ISP participants (e.g., cognitive programs and substance abuse treatment), and offenders' participation and progress is monitored more closely.
- ISP officers used more internal sanctioning and worked harder and longer with offenders before filing revocation.

These findings were fairly consistent across all four program sites. Interviews in Mason City revealed a slightly different balance between treatment and surveillance compared to the other sites

- while there is a focus on intervention, there also appeared to be a stronger emphasis on surveillance and control-oriented activities. This finding could, however, be a function of interview responses from a local police officer that is more likely to focus on this aspect of the program. Law enforcement personnel were not interviewed at the other sites.

These consistent responses regarding the design and operations of ISP serve as one indicator that the key components of the prototypical model have been implemented. Small caseloads, a high risk target population, and consistent sanctioning processes are all critical elements of this model.

Question #2 - What are the goals of the program?

This question was designed to ascertain the extent to which stakeholders understood and agreed with the primary goals of the program. Each respondent was first asked “what are the goals” and then asked “what should they be.”

The five most commonly identified goals include the following:

- rehabilitating or habilitating offenders - changing offenders; thinking, behavior, and lifestyles;
- protecting society from high-risk offenders;
- targeting offender needs;
- facilitating offenders’ transition from more structured settings to the community; and
- stabilizing offenders

These goals support the focus on intensive supervision suggested by the prototypical model of ISP. Other goals mentioned include the provision of an intermediate sanction, recidivism reduction, alleviation of prison crowding, and prevention.

In response to the question, “what should the goals be,” one respondent suggested offender improvements in the areas of employment, education, cognitive thinking, and mental and physical health. A second respondent suggested more effective use of ISP as an intermediate sanctions. A third respondent expressed concern about a goal of reduced recidivism given that more supervision is likely to uncover more violations.

Question #3 - What are your general perceptions of the ISP program?

Respondents were probed for their opinions regarding the effectiveness of ISP and their knowledge about public, judicial and legislative perceptions of the program.

A lack of data created a general hesitancy to respond to the question of effectiveness, partly because they were unsure how “effectiveness:” should be defined. Many respondents questioned whether the goal of behavioral change was actually being achieved. Several respondents suggested that

considering the high-risk population in ISP, even small improvements in drug abuse, employment, and other behaviors are positive regardless of whether many are returned to prison. Several positive program effects mentioned included the following:

- keeping offenders in the community longer;
- enhanced knowledge about clients;
- a increased ability to detect and respond to violations; and
- enhanced communication among criminal justice components and probation and parole personnel.

Several concerns were expressed including:

- a constant struggle with offenders accountability;
- the friction ISP creates between regular probation and parole officers and ISP officers;
- an overemphasis on alleviating jail and prison crowding;
- long-term change is hindered by the program's short duration (18 weeks); and
- community resources are not always available to address clients' needs.

Comments about program effectiveness revealed a commitment to the program's focus on rehabilitation and behavioral change coupled with doubt about how realistic program goals are given the high-risk population and resource constraints.

Respondents indicated that public, judicial, and legislative knowledge about the program is limited, but preferable. Judicial involvement was limited by design: the probation and parole agency is the gatekeeper responsible for assigning offenders to various levels of supervision and programs. This design gives the probation agency more decision-making authority and helps to keep only appropriate clients in the program.

Question #4 - How has the program (or probation services) changed over the past 18 months?

The purpose of this question was to determine what specific changes were made to the ISP. Respondents were probed about specific program elements identified as critical to the prototypical model of ISP. This question provided another opportunity to measure the extent to which the balanced approach and critical elements set forth in the prototypical model have actually been incorporated. Each of the critical elements is listed below along with the respondents' comments regarding their incorporation.

- C A high risk/need target population - the target population is identified by the score of 18 or

above on a standardized risk instrument. Staff at the Day Treatment Center conduct the Level of Service Inventory (LSI) on all ISP offenders to identify their needs. Additionally, substance abuse evaluations are conducted by TASC.

- C Small caseloads - ISP caseloads are now capped at 25 offenders per officer.
- C Objectives-based case management - the district has always used objective-based case management and has incorporated the use of case management classification, force field analysis, and individualized case planning into ISP.
- C Effective intervention - there is a district-wide commitment to treatment and programming that has evolved gradually. ISP places more emphasis on treatment. A cognitive program and a day treatment center were implemented at the same time as the ISP program. The day treatment center offers a variety of services to ISP clients. Furthermore, the district has begun to hire officers with a treatment orientation, and officers selected for ISP need to understand the importance of a focus on treatment. The increased use of managed care is limiting treatment options and forces the development of additional in-house services.
- C Purposeful surveillance activities - ISP officers conduct a higher level of fieldwork and urinalysis.
- C A system of control and accountability (enforcement)- ISP officers exhaust all community resources before attempting to revoke offenders. Available sanctions include “jail therapy,” electronic monitoring, curfews, treatment, work release, increased conditions, and residential placement. Several respondents expressed concern that offenders may be given too many chances. Also there was some concern that payment of restitution and performance of community service seemed to not be addressed.
- C A system of positive reinforcement - ISP officers struggle with mechanisms for rewarding offender progress. They have tried rewarding offenders with certificates of completion, pizza parties for group completion, and more positive interaction.
- C Community involvement programs - no comments.
- C A method for ongoing program evaluation and modification - in addition to participating in this evaluation, the district has been developing a database for maintaining program statistics.

Question #5 - What are the primary strengths of the program?

The program strengths mentioned by the respondents reflected the following key issues:

- serving as gatekeepers - allows for decision-making at the probation and parole level and a high degree of autonomy.

- program staff - respondents identified program staff as being progressive, dependable, and as “going the extra mile.” Supervisory and administrative support were also cited as program strengths.
- promoting accountability - respondents indicated that the high level of monitoring and the prompt use of sanctions increased client accountability. The rules and structure of the program force clients to become more responsible.
- improved communication and networking - staff at all levels had input into program development. Representatives from the day treatment center, TASC, the ISP officer, and the supervisor participated in regular staffing of ISP clients. ISP has enhanced communication between probation and parole services and law enforcement and residential services.
- treatment focus - several respondents identified the cognitive group as a primary strength of the program. The treatment emphasis and the additional attention given to clients were also commonly identified strengths.
- targeting the appropriate offender population - ISP has created the ability to identify the most difficult clients and to increase services and supervision for the offenders.
- flexibility - ISP addresses the individualized needs of offenders through various treatment options and by responding differently to violations.

Question #6 - What are the areas needing improvement?

The areas of the program needing improvement mentioned by respondents reflected the following key issues:

- more support for officers - all respondents indicated that another ISP officer was needed at each site to develop a team approach and to provide support for the officers. A team approach would help to provide coverage for vacations and on a 24-hour basis. Respondents suggested that regular officers did not understand the nature of ISP and the frustration that these high-risk offenders create despite the small caseload. Officer burnout was also mentioned.
- additional treatment resources are needed - managed care is limiting inpatient treatment options. Community resources are not seen as sufficient in quantity or of appropriate quality for meeting client needs.
- stronger enforcement component - respondents indicated that additional ways to deal with chronic rule breakers were needed as well as swifter imposition of sanctions.
- family and community integration - respondents believed that although difficult and time consuming, more family involvement is needed to promote lasting lifestyle changes. Furthermore, concern was expressed about bringing services in-house because it fails to optimize community ties and resources.

- more rewards - methods for building rewards into supervision are needed.
- service overload - several respondents were concerned that offenders may be getting too many services. In other words, it is very stressful for clients to have to participate in cognitive therapy and other forms of treatment, attend meetings, and maintain full-time employment.
- goal clarification - respondents suggested that program goals need to be more specific.

Administratively, the focus is on treatment, but based on the number of clients going through the program many times, treatment is not necessarily reducing commission of crime. Goal ambiguity makes decision-making difficult.

Question #7 - Is there anything you would like to add?

All responses are incorporated into the above questions.

APPENDIX C
PROGRAM COMPONENTS

Appendix C.1. Program Activities

Variable	Northeastern Site		Midwestern Site		Total	
	ISP(1)	Regular(0)	ISP(1)	Regular(0)	ISP(1)	Regular
<u>Office Contacts per month</u> ^{1,2}						
Mean	1.18	.839	2.65	1.37	1.87	1.12
Median	1.15	.870	2.90	1.39	1.57	1.04
SD	.87	.432	1.45	.82	1.40	.71
Range	0 – 4.74	0 – 2.44	0 – 6.14	0 – 3.49	0 – 6.14	0 – 3.49
<u>Field visits per month</u> ¹						
Mean	.857	.061	.77	.23	.80	.15
Median	.643	.000	.62	.09	.60	0
SD	.780	.192	.64	.39	.71	.32
Range	0 – 3.46	0 – 1.45	0 – 2.82	0 – 2.21	0 – 3.46	0 – 2.21
<u>Collateral contacts per month</u> ^{1, 2}						
Mean	2.75	1.52	6.51	4.67	4.57	3.13
Median	2.33	1.16	5.64	3.89	3.90	2.48
SD	2.03	1.06	3.45	2.78	3.38	2.64
Range	0 – 13.29	0 – 5.28	0 – 18.18	.32 – 15.88	0 – 18.18	0 – 15.88
<u>Total contacts per month</u> ^{1,2}						
Mean	4.79	2.42	9.93	6.27	7.28	4.39
Median	4.52	2.22	9.25	5.51	5.96	3.59
SD	2.38	1.24	4.36	3.31	4.33	3.17
Range	0 – 15	0 – 6.04	0 – 24.55	.94 – 19.38	0 – 24.55	0 – 19.38
<u>Drug tests conducted per month</u> ²						
Mean	.67	.15	.71	.22	.68	.18
Median	.55	.00	.55	.10	.55	0
SD	.59	.25	.72	.32	.66	.29
Range	0 – 3.16	0 – 1.09	0 – 4.00	0 – 1.33	0 – 4	0 – 1.33
<u>Services received per month</u> ^{1,2}						
Mean	1.20	.52	.42	.32	.64	.42
Median	.81	.42	.33	.33	.49	.33
SD	3.80	.40	.29	.23	.51	.34
Range	0 – 3.33	0 – 2.0	0 – 1.7	.00 – .95	0 – 3.33	0 – 2.09
<u>Time at risk (months)</u> ^{1,2}						
Mean	7.49	7.69	5.99	7.52	6.77	7.60
Median	7.47	7.98	6.07	6.87	6.13	7.33
SD	3.31	3.13	2.67	3.30	3.10	3.21
Range	.1 – 12.83	.43 – 12.57	.80 – 15.17	2.43 – 15.10	.1 – 15.17	.43 – 15.1

¹ Significant differences across states * p < .001 **p<.01; ² Significant differences between ISP and Regular within sites and overall.

Appendix C.2. Officer Characteristics

Variable	Northeastern Site		Midwestern Site		Total	
	ISP(1)	Regular(0)	ISP(1)	Regular(0)	ISP(1)	Regular
<u>Attitude Scale (possible range of 11-66)</u> ^{1,2,4}						
Mean	29.20	38.05	25.00	38.27	27.33	38.20
Median	28.00	38.00	25.00	38.00	28.00	38.00
SD	2.59	6.27	7.75	5.41	5.55	5.76
Range	27 – 32	27 - 53	16 - 34	30 – 53	16 – 34	27 – 53
<u>Control orientation (possible range of 22 – 110)</u>						
Mean	85.80	88.50	85.22	88.65	83.87	88.56
Median	80.00	88.28	85.43	86.85	85.00	88.28
SD	7.98	12.07	1.69	11.72	5.88	11.23
Range	75 – 94	60 - 110	83 - 87	71 – 108	75 – 94	60 – 110
<u>Treatment orientation (possible range 25 – 125)</u> ^{2,3,4}						
Mean	92.20	78.83	89.25	78.47	90.89	78.64
Median	94.00	78.96	88.50	77.50	94.00	78.00
SD	6.94	10.28	3.59	9.21	5.60	9.60
Range	80 – 97	58 - 100	86 - 94	66 – 99	80 – 97	58 – 100
<u>Months correctional experience</u> ^{1,2}						
Mean	97.60	144.77	95.25	112.39	96.56	127.67
Median	106.00	117.00	85.50	78.00	100.00	100.50
SD	16.95	87.79	49.33	81.48	32.52	84.89
Range	75 – 116	4 - 294	48 - 162	22 – 312	48 – 162	4 – 312
<u>Age</u>						
Mean	36.37	39.38	37.86	43.52	37.03	41.58
Median	32.60	39.44	37.45	42.80	36.10	40.99
SD	5.91	7.99	7.08	8.05	6.07	8.18
Range	32 – 45	28 - 52	29 – 46	28 – 57	29 – 46	28 – 57
<u>Gender</u>						
Male	4 (80.0%)	11 (61.1%)	3 (75.0%)	10 (50.0%)	7 (77.8%)	21 (55.3%)
Female	1 (20.0%)	7 (38.9%)	1 (25.0%)	10 (50.0%)	2 (22.2%)	17 (44.7%)

¹ Significant differences within the Northeastern site; ² Significant differences within the Midwestern site; ³ Significant differences across states; ⁴ Significant differences between ISP and regular supervision groups overall.

APPENDIX D
PROGRAM OUTCOMES

Appendix D.1. Intermediate Case Outcomes

Variable	Northeastern Site			Midwestern Site			Total		
	ISP(1)	Regular(0)	t/x ² value	ISP(1)	Regular(0)	t/x ² value	ISP(1)	Regular(0)	t/x ² value
<u>Substance Abuse progress (-1 to 3)</u> ¹			-0.0812(p=.418)			-1.05(p=.30)			-1.40(p=.16)
n	94.00	76.00		76.00	69.00		170.00	145.00	
Mean	1.09	.97		.52	.35		.84	.67	
Median	1.33	1.00		.50	.00		1.00	.67	
SD	1.03	.97		.90	1.09		1.01	1.07	
Range	-1 - 3	-1 - 3		-1 - 3	-1 - 3		-1 - 3	-1 - 3	
<u>Employment progress (-1 to 3)</u> ¹			-2.75(p=.007)			.29(p=.78)			-2.61(p=.01)
n	79.00	62.00		10.00	14.00		89.00	76.00	
Mean	1.46	.99		.68	.80		1.37	.96	
Median	1.50	1.00		1.00	.67		1.50	1.00	
SD	1.04	.96		.99	.95		1.06	.96	
Range	-1 - 3	-1 - 2.5		-1 - 2	-1 - 3		-1 - 3	-1 - 3	
<u>Total progress (-1 to 3)</u> ¹			-1.986(p=.048)			-1.26(p=.21)			-2.30(p=.02)
n	104.00	91.00		101.00	97.00		205.00	188.00	
Mean	1.14	.89		.63	.45		.88	.67	
Median	1.19	1.00		.67	.13		1.00	.67	
SD	.86	.85		.95	1.04		.94	.98	
Range	-1 - 3	-1 - 2.5		-1 - 3	-1 - 3		-1 - 3	-1 - 3	
<u>Change in employment over time (-1 to 1)</u> ¹			2.02(p=.045)			-.75(p=.45)			-1.04(p=.29)
n	95.00	79.00		77.00	75.00		172.00	154.00	
Mean	-.08	.09		.07	.00		-.02	.05	
Median	.00	.00		.00	.00		.00	.00	
SD	.48	.62		.50	.57		.49	.60	
Range	-1 - 1	-1 - 1		-1 - 1	-1 - 1		-1 - 1	-1 - 1	
<u>%positive drug tests</u>			.009(p=.922)			2.54(p=.01)			2.19(p=.05)
n	86.00	36.00		85.00	53.00		172.00	89.00	
Mean	.25	.26		.23	.40		.24	.34	
Median	.04	.00		.00	.00		.00	.00	
SD	.34	.41		.32	.43		.33	.43	
Range	0 - 1	0 - 1		0 - 1	0 - 1		0 - 1	0 - 1	
% with at least one positive	43 (50%)	17 (47%)	X ² =1.82(p=.18)	39 (46%)	29 (54%)	X ² =1.02(p=.31)	82 (48%)	42 (47%)	X ² =.005(p=.94)
% ever absconded (yes=1) ¹	9 (8.3%)	5 (5.3%)	X ² =.68(p=.41)	20 (19.6%)	10 (10.1%)	X ² =3.67(p=.06)	29 (13.8%)	15 (7.9%)	X ² =3.63(p=.06)

¹ Significant differences between states

Appendix D.2. Ultimate Case Outcomes

Outcome	Northeastern Site			Midwestern Site			Total		
	ISP(1) N (%)	Regular(0) N (%)	t/x ² value	ISP(1) N (%)	Regular(0) N (%)	t/x ² value	ISP(1) N (%)	Regular(0) N (%)	t/x ² value
<u>Any technical violations (yes = 1)</u> ¹	82(75.2)	64(68.1)	x ² =1.27(p=.26)	91(90.1)	88(90.7)	x ² =.022(p=.88)	173(82.4)	152(79.6)	x ² =.51(p=.47)
<u>Number of technical violations</u> ¹			t=-3.36(p=.001)			t=.21(p=.83)			t=1.54(p=.12)
n	109.00	94.00		101.00	97.00		210.00	191.00	
Mean	3.22	1.94		4.74	4.86		3.95	3.42	
Median	2.00	2.00		4.00	4.00		3.00	2.00	
SD	3.14	2.12		3.71	3.81		3.50	3.42	
Range	0 – 14	0 – 9		0 – 16	0 – 14		0 – 16	0 – 14	
<u>Any serious (yes=1)</u> ¹	56(51.4)	50(53.2)	x ² =.07(p=.80)	25(24.5)	27(27.3)	x ² =.24(p=.62)	81(38.6)	74(40.3)	x ² =.13(p=.72)
<u>Any arrest (yes=1)</u> ¹	64(58.7)	56(59.6)	x ² =.02(p=.90)	32(31.7)	36(37.1)	x ² =.75(p=.39)	96(45.7)	92(48.2)	x ² =.31(p=.58)
<u>Days to arrest</u> ¹			t=1.15(p=.25)			t=1.43(p=.16)			t=1.23(p=.22)
n	64.00	58.00		24.00	25.00		89.00	85.00	
Mean	110.45	94.33		161.96	137.48		124.34	108.04	
Median	101.00	74.00		136.00	136.48		109.00	87.00	
SD	78.95	76.08		102.93	101.26		86.67	88.49	
Range	2 – 295	4 – 354		22 – 414	14 – 391		2 – 414	4 – 391	
<u>Status at last report</u>									
Active	39(35.8)	45(47.96)		42(41.2)	42(43.4)		81(38.6)	87(45.5)	
Released from supervision	3(2.8)	3(3.2)		18(17.8)	20(20.2)		21(10.0)	23(12.0)	
Sanctioned for tvnew arrest – placed in other unit	-----	-----		3(3.0)	6(6.2)		3(1.4)	6(3.1)	
Revoke for tv (pending)	12(11.0)	8(8.5)		-----	-----		12(5.7)	8(4.2)	
Revoked for tv (incarcerated)	4(3.7)	4(4.3)		7(6.9)	7(7.2)		11(5.2)	11(5.8)	
Revoked for new offense (pending)	11(10.1)	16(17.0)		-----	-----		11(5.2)	16(8.4)	
Revoked for new offense (incarcerated)	17(15.6)	6(6.4)		2(2.0)	6(6.2)		19(9.0)	12(6.3)	
Absconded	5(4.6)	4(4.3)		10(9.9)	3(3.0)		15(7.1)	7(3.7)	
Transferred to regular supervision	10(9.2)	-----		12(11.9)	3(3.0)		22(10.5)	3(1.6)	
Administrative close out	7(6.4)	6(6.4)		3(2.9)	7(7.1)		10(4.8)	13(6.8)	
Other	1(0.9)	6(2.1)		3(3.0)	2(2.1)		4(1.9)	4(2.1)	
<u>Successful(ves=1)</u> ^{1,2}	52(47.4)	48(51.1)	x ² =.18(p=.67)	75(74.3)	71(73.2)	x ² =.09(p=.76)	127(60.5)	119(62.3)	x ² =.34(p=.56)

¹ Significant differences across states; ² Successful defined as active, released from supervision, or transferred to regular supervision.

APPENDIX E
PROGRAM COMPONENTS
AND CASE OUTCOMES

Appendix E.1: ISP Group – Contacts and Services by Arrest and Success

Variable	Arrest			Success		
	No(129)	Yes(81)	t value	No(83)	Yes(127)	t value
<u>Program Activities</u> (reported as mean no. per month)						
Drug Tests	.68	.75	t=.72; p=.47	.71	.69	t=.20; p=.84
Office Contacts	2.00	1.90	t=-.38; p=.70	1.67	2.19	t=1.81; p=.073
Field Contacts	.79	1.17	t=1.23; p=.22	1.19	.81	t=-.85; p=.40
Collateral Contacts	4.68	5.08	t=.56; p=.63	4.84	4.92	t=.08; p=.93
Total Contacts	7.47	8.15	t=.65; p=.52	7.70	7.92	t=.19; p=.85
Services	.60	1.19	t=1.20; p=.23	1.27	.63	t=-1.10; p=.13
<u>Services throughout supervision</u> (reported as group means)						
	4.07	4.44	t=.71; p=.48	4.0	4.45	t=.80; p=.42
<u>Months under supervision</u> (reported as group means)						
	6.62	7.01	t=.90; p=.37	6.28	7.10	t=1.80; p=.07

Appendix E.2: ISP Group – Officer Characteristics by Arrest and Success

Variable	Arrest			Success		
	No(n=126)	Yes(n=79)	t/x ² value	No(n=68)	Yes(n=124)	t/x ² value
<u>Attitude Scale</u>	28.30	27.87	t=-.48; p=.63	27.88	28.54	t=.70; p=.48
<u>Behavioral Scales</u>						
Control	85.21	84.60	t=-.65; p=.51	84.64	85.13	t=.48; p=.63
Treatment	89.12	92.15	t=3.17; p=.002	92.21	88.98	t=-3.23; p=.001
<u>Age</u>	38.58	36.78	t=-1.88; p=.062	36.62	38.92	t=2.09; p=.038
<u>Months as Probation Officer</u>	95.34	95.14	t=-.04; p=.97	99.22	92.23	t=-1.16; p=.25
<u>Gender</u>						
Male	91 (59.1)	63 (40.9)	X ² =3.40; p=.07	54 (37.5%)	90 (62.5%)	X ² =1.09; p=.30
Female	35 (68.6)	16 (31.4)		14 (29.2%)	34 (70.8%)	

Appendix E.3: ISP Group – Change in Problem Areas by Arrest and Success

Variable	Any Arrest			Success		
	No	Yes	t/x ² value	No	Yes	t/x ² value
<u>Total Progress in Case Objectives</u>						
Worsened	13 (43.3%)	17 (56.7%)	X ² =6.78; p=.03	20 (76.9%)	6 (23.1%)	X ² =28.51; p=.000
No Change	19 (76.0%)	6 (24.0%)		9 (40.9%)	13 (59.1%)	
Improved	96 (64.0%)	54 (36.0%)		34 (23.9%)	108 (76.1%)	
<u>Progress in Substance Abuse</u>						
Worsened	11 (37.9%)	18 (60.1%)	X ² =7.81; p=.02	20 (80.0%)	5 (20.0%)	X ² =34.91; p=.000
No Change	13 (54.2%)	11 (45.8%)		12 (54.5%)	10 (45.5%)	
Improved	77 (65.8%)	40 (34.2%)		24 (21.4%)	88 (78.6%)	
<u>Change in Employment Over Time</u>						
Worsened	12 (54.5%)	10 (45.5%)	X ² =.14; p=.93	15 (71.4%)	6 (28.6%)	X ² =15.82; p=.0003
No Change	77 (58.8%)	54 (41.2%)		36 (28.8%)	89 (71.2%)	
Improved	11(57.9%)	8 (42.1%)		4 (22.2%)	14 (77.8%)	
<u>Percent Positive Urinalyses</u> (reported as group means)						
	.30	.20	t=1.94; p=.053	.37	.15	t=-3.83; p=.000

APPENDIX F

**OFFENDER CHARACTERISTICS
AND CASE OUTCOMES**

Appendix F: ISP Group – Offender Type by Arrest and Success

Variable	Arrest			Success		
	No	Yes	t/x ² value	No	Yes	t/x ² value
<u>Mean Age</u>	33.12	31.61	t=-1.35; p=.18	33.3	32.26	t=-.87; p=.38
<u>Race</u>						
White	84 (71.8%)	33 (28.2%)	X ² =11.98; p=.000	26 (23.9%)	83 (76.1%)	X ² =13.21; p=.000
Nonwhite	45 (48.4%)	48 (51.6%)		42 (48.8%)	44 (51.2%)	
<u>Sex</u>						
Female	11 (59.0%)	11 (50.0%)	X ² =1.35; p=.24	8 (38.1%)	13 (61.9%)	X ² =.11; p=.74
Male	118(62.8%)	70 (37.2%)		60 (34.5%)	114 (65.5%)	
<u>Offense Type</u>						
Drug/alc	49 (59.0%)	34 (41.0%)	X ² =1.12; p=.77	29 (36.7%)	50 (63.3%)	X ² =2.24; p=.52
Property	43 (60.6%)	28 (39.4%)		19 (28.8%)	47 (71.2%)	
Personal	30 (65.2%)	16 (34.8%)		18 (41.9%)	25 (58.1%)	
Other	6 (75.0%)	2 (25.0%)		2 (28.6%)	5 (71.4%)	
<u>Mean Chemical History Score</u>	9.43	10.66	t=1.72; p=.09	10.70	9.50	t=-2.23; p=.03
<u>Mean Need Score</u>	8.31	9.23	t=1.72; p=.09	9.92	8.05	t=-3.37; p=.001