

THE INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE

# POLICE- CORRECTIONS PARTNERSHIPS

COLLABORATING FOR  
STRATEGIC CRIME CONTROL



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## EXECUTIVE SUMMARY

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State and local governments across the country are facing reduced budgets. Law enforcement agencies and correctional entities are experiencing residual effects through unprecedented staff reductions and declining resources. These reductions affect community services, including public safety, and impact the criminal justice system. Unfortunately, community expectations do not decline with the economy. Agencies are challenged to find new and creative ways to do more with less. One way is to share resources and drive strategic crime control together.

Through a series of focus groups and site visits, a literature review, and a survey, the International Association of Chiefs of Police (IACP) examined the state-of-practice of police-corrections partnerships. This report summarizes the results of our examination and presents a police-led, corrections-based information exchange model that should empower police and corrections to achieve crime control objectives more effectively.

### **POLICE-CORRECTIONS PARTNERSHIPS FOR CRIME CONTROL**

Law enforcement and correctional agencies share a common goal: public safety through crime reduction. Each pursues this goal from a different perspective: law enforcement seeks to maintain order while correctional agencies seek to rehabilitate. By joining forces, the two can leverage complementary resources for mutual benefit. Despite this seemingly logical and natural fit, the potentials of police-corrections partnerships are struggling to find a place in the routine operations of either police or corrections. Most partnerships have an ad hoc or boutique nature about them and have not blended into the core work of police or corrections.

However, evidence is mounting that police-corrections partnerships can and do produce significant crime control and prevention outcomes. While evidence does not meet rigorous standards for controlled experiments, it is sufficient to advocate that corrections partnerships become a part of the institutionalized portfolios of police agencies. This report presents one idea for doing so.

### **A POLICE-LED INFORMATION EXCHANGE MODEL**

Practitioners cite information as the most valuable asset of corrections partnerships. Information sharing and exchange represent the most basic partnership and the building block upon which more collaborative crime control efforts can be initiated. This report presents a corrections-based information model for police.

Law enforcement agencies are encouraged take a leadership role in establishing relationships with corrections officials to share data and work together to drive smart, strategic crime control efforts. Very simply stated, police are urged to:

- Develop and institutionalize the most comprehensive base of information that corrections agencies can supply, that has potential use for traditional and innovative police operations (such as patrol, investigations, special operations, crime analysis, CompStat, smart/predictive policing, and fusion center exchange).
- Weave the use of the information as seamlessly as possible into those operations.
- Offer police data on offenders to corrections.
- Monitor and evaluate the value—the return on investment—of the information exchange approach.

### **DATA AND PARTNERSHIP MANAGEMENT**

The model was designed to be implemented without additional staff. Management of the data and the partnership arrangement can be absorbed by existing staff. However, records management system vendors and software developers should strive to create programs that can capture, assimilate, and analyze corrections data alongside traditional police data. More work is needed in the area of information exchange packet development, advanced/predictive analytics, and shared database protocols.

## INTRODUCTION

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For years, the IACP has been involved in projects that stress the importance and value of law enforcement partnerships with corrections. In 2006, the IACP hosted a national policy summit on offender reentry to consider the role law enforcement executives and their agencies should assume in offender reentry efforts. Since that time, the IACP has conducted uninterrupted police-corrections research and development work with financial support from the Bureau of Justice Assistance (BJA), U.S. Department of Justice. Key publications include the following:

- ***Sex Offenders in the Community: Enforcement and Prevention Strategies for Law Enforcement (2007)*** provides an overview of the sex offender population and examples of prevention and enforcement strategies from agencies around the United States.
- ***Building an Offender Reentry Program: A Guide for Law Enforcement (2007)*** is a comprehensive examination of law enforcement's role in reentry initiatives including identification of promising practices and steps for building a reentry program.
- ***Offender Reentry: Strategies and Approaches to Enhance Public Safety—A Training Guide for Law Enforcement (2008)*** helps law enforcement to gain insight into reentry strategies through interactive and practical examples.
- ***Strategically Monitoring Sex Offenders: Accessing Community Corrections Resources to Enhance Law Enforcement Capabilities (2008)*** provides baseline information to improve communication between the law enforcement community and community corrections officers.

The Federal Bureau of Investigation (FBI) Law Enforcement National Data Exchange (N-DEx) Program is a current and prominent initiative with police-corrections dimensions. Information sharing is a mission critical component of today's public safety mandate for local, county, state, tribal, and federal agencies to enhance



crime fighting. N-DEx is a powerful investigative tool that allows law enforcement agencies to submit and query incident data to make connections between person, places, events, and crime characteristics—linking information across jurisdictions and allowing officers to “connect the dots” between data that are not apparently related. The IACP, in partnership with the FBI, delivers a communications and educational outreach program to promote awareness and use of N-DEx. The goal is to discuss with the criminal justice community the benefits of sharing incident, offense, booking, corrections, and probation and parole information to assist the practitioner to effect arrests, investigate crimes, and conduct pretrial and sentencing inquiries.

### MAINSTREAMING POLICE-CORRECTIONS PARTNERSHIPS

This document builds upon and advances our previous work and reinforces the IACP’s commitment to police-corrections partnership building. In the 21st century policing environment where declining resources appear to be the new normal, leveraging partnerships to aid in crime control is a necessity. This project suggests—and the literature appears to show—that police-corrections partnerships produce quantifiable crime reductions. However, the potentials of police-corrections partnerships are struggling to find a place in police agency operations portfolios. While agencies are quick to assert their applications of community policing principles or CompStat models, ongoing interactive collaboration and data sharing with corrections officials are far less mainstream. In this regard, the “system-wide solutions” approach so frequently advocated is underachieving badly.

Accordingly, the highlight of this work is a construct (model) to encourage and guide formal establishment and, ideally, institutionalization of police-corrections programming within law enforcement agencies. At this juncture, reentry programs, sex offender initiatives, and the more prominent partnership tactics (joint home visits, for example), seem to have a “boutique” nature about them. They have not blended into core police operations in a material way. The model that has been conceptualized seeks to mainstream police-corrections strategies, tactics, and specifically information, to address the mutual concerns of law enforcement and corrections, crime control in particular. Our expectation and hope is that law enforcement will take the lead in forging collaborative partnerships with correctional entities and use these relationships to drive strategic crime control.

### THE WORK PROGRAM

Examination and analysis of police-corrections partnerships has been a subject of formally funded study for only the past decade or so. Study has been sporadic. The level of attention hardly rivals, for example, police leadership or gang control. Accordingly, the subject matter is still elusive.

Due to the limited information available on police-corrections partnerships, the IACP qualitatively and quantitatively examined the field in the following ways:

**Literature Search.** The published body of work, and a few still-to-be-published pieces, though limited, made an important contribution. Descriptions of partnership arrangements (case studies) have been especially useful.

**Focus Groups.** Four focus groups with aggregate participation of approximately 80 practitioners, including law enforcement executives and representatives from institutional corrections, probation, and parole.

**Site Visits.** Site visits to seven jurisdictions to interview police executives and partners to observe programs in action. Locations were identified through the focus groups as having promising programs. Five additional regional site visits were conducted in the Washington, D.C. metro area.

**Survey.** A narrowly-focused 21 item electronic survey was designed primarily to confirm observations developed from peer group sessions. Responses approached 100.



## ORGANIZATION OF THE REPORT

Chapter I, **Police-Corrections Partnerships Defined**, frames the report with a definition of police-corrections partnerships, supplemented by several typologies. The “case” for partnerships, an enumeration of potential benefits, anchors the chapter.

**The State of Practice**, Chapter II, summarizes the information gathered from the project in an effort to outline the characteristics of police-based corrections partnerships and to answer questions such as “What types of partnerships are common?” “What is the frequency of partnerships—how often do collaborations occur?” “Are they ongoing/institutionalized or situational?” “What do they produce—what are their values?” A table summarizing successful police-corrections partnerships is also included.

**A Corrections-Based Information Model for Police**, Chapter III, outlines a corrections-resourced information exchange model that should, properly built and exploited, empower police and corrections to achieve crime control objectives more effectively. It is an asset to be employed by police when they function as a member of a corrections collaboration or, equally, when they function independently.

**Making Partnerships Work**, Chapter IV, offers tips/guidelines for working effectively with corrections agencies, much of this gleaned from published literature and assembled experience, in itself a broad body of literature. Common challenges are also addressed.

Finally, Chapter V, **Probation and Parole: A Primer**, provides knowledge of the place, nature, and purposes of the parole and probation function.

## ACKNOWLEDGMENTS

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We would also like to acknowledge the support and assistance from IACP’s Professional Standards, Image and Ethics Committee; Community Policing Committee; Patrol and Tactical Operations Committee; Investigative Operations Committee; and their respective chairs, Chief (Ret.) Ron McBride, Chief Todd Miller, Chief Joe Kistle, and Peter Modafferi.

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# POLICE-CORRECTIONS PARTNERSHIPS DEFINED

Typologies..... 2

Partnership Objectives..... 3

Police-corrections partnerships are formal and informal arrangements between police, sheriff's departments, and corrections agencies to deter new criminal offenses by the persons most likely to commit them.

Corrections agencies fall into two categories, for both adults and juveniles: community corrections and institutional corrections. Community corrections agencies include probation, parole, and providers of alternatives to incarceration. Institutional corrections agencies include jails, prisons, and houses of corrections. In this document the term "police-corrections partnership(s)" refers to any working relationship between police departments and any type of corrections agency.

Police-corrections arrangements and relationships sometimes include additional agencies of government; for example, health and social services, and non-profit organizations, advocacy groups, individuals, and community groups.

## SECTION 1: TYPOLOGIES

The forms that a police-corrections partnership can take vary widely. An early and still influential typology was introduced in the landmark National Institute of Justice (NIJ) document *Police-Corrections Partnerships*.<sup>1</sup>

**Enhanced supervision partnerships**—joint police and corrections supervision initiatives aimed at high-risk probationers and parolees (e.g., violent individuals, sex offenders, gang members, and those with drug involvement). Enhanced supervision partnerships seek to deter offenders from committing new crimes or violating conditions of release by connecting offenders with treatment and employment services.

**Fugitive apprehension**—joint police-corrections operations formed to locate and apprehend probationers or parolees who have absconded, violating conditions of release.

**Information sharing partnerships**—police and corrections information exchanges focused on classes of offenders—and individual offenders—who have or may have interactions with both types of agencies.

**Specialized enforcement partnerships**—police-corrections partnerships that jointly address specific crime problems within a community (e.g., gang activity, firearms, and drugs).

**Interagency problem-solving partnerships**—executive collaborations between police and corrections agencies to identify mutual concerns and larger strategic issues, develop strategies, and allocate resources.

Reordering these types to construct a continuum is helpful:

Information Sharing - Problem Solving - Prevention (Enhanced Supervision)  
Specialized Enforcement - Apprehension

<sup>1</sup> Dale Parent and Brad Snyder, *Police-Corrections Partnerships, Issues and Practices in Criminal Justice* (Washington, D.C.: National Institute of Justice, 1999), <https://www.ncjrs.gov/pdffiles1/175047.pdf> (accessed September 21, 2011).

**Table 1** presents an activity-based view, using the results of our site visits and literature review. These partnerships are characterized by many common elements (activities). The array of jurisdictions displayed is entirely random, based primarily on the possibility that these may represent “leading practice” agencies.

EXAMPLES OF TYPES OF PARTNERSHIP ACTIVITIES								
Partnership Activity	Branford, CT	High Point, NC	Minneapolis, MN	Topeka, KS	Savannah, GA	Boston, MA	Providence, RI	Orange County, CA
Supervising high-risk probationers	•	•		•	•	•	•	•
Supervising high-risk parolees				•	•		•	•
Joint warrant apprehension programs		•			•	•	•	•
Reentry programs [providing resources and support]				•	•	•	•	
Information exchange regarding specific offenders	•	•	•	•	•	•	•	•
Joint crime analysis	•	•		•	•		•	•
Crime reduction efforts focused on specific crime problems		•	•	•	•	•	•	•
Shared public safety strategy development		•		•	•	•	•	•

Information exchange is the most common activity we observed/encountered. Our informal survey of agencies’ experiences with corrections partnerships bears this out. The survey also provides insight into the various types of active partnerships. Seventy-three percent of respondents conduct joint field operations with probation/parole. Of joint operations, monitoring high-risk offenders, criminal investigations, and specialized enforcement operations (stings, round-ups) are the most common activity types. Nonoperational partnerships (e.g., training, community meetings) are less common.

The efforts of this project suggest that the practices commonly referred to as police-corrections partnerships are a mix of information transfers and joint field initiatives. The lack of an identifiable typology makes it difficult to grasp the field. No standard metric exists by which to categorize existing partnerships or measure their effectiveness.

## SECTION 2: PARTNERSHIP OBJECTIVES

Effective partnerships are built where the goals of police and corrections intersect: crime control. Both entities seek to control and reduce crime but from different perspectives. Police do so by apprehending criminals, whereas corrections seek to rehabilitate. The key to successful partnering is understanding and respecting these different but complementary perspectives. With crime reduction as the core objective, the “case” for partnerships can be made on the promise of achieving one or more ancillary objectives:

- Increased safety—for both police officers and correctional officers
- Productive use of resources
- Response to expressed citizen and community concerns
- Applications of emerging and evolving data-driven strategies based on intelligence-led and predictive policing concepts

Figure 1

### RATIONALE FOR POLICE CORRECTIONS PARTNERSHIPS



#### 1. Crime Reduction

Reducing crime in our communities, especially violent crime, is and should continue to be the driving force behind creating police-corrections partnerships.

Experiences across the country indicate that when joint resources of police and corrections are applied to supervise high-risk probationers and parolees, offenders can be deterred from committing new crimes. Table 2, in Chapter II, offers compelling examples of partnerships that yielded quantifiable and anecdotal crime reductions.

The practitioners who composed our focus groups, colleagues at the sites we studied, and other professionals who participated formed a consensus in favor of a partnership-based deterrence strategy. Their reasoning follows:

**You can arrest them, but they don't go away.** Most offenders who are convicted of crimes serve their sentences in the community. According to the Bureau of Justice Statistics, at the end of 2009, about 4.3 million individuals were on probation in the United States and another 800,000 were serving sentences on parole. These figures far surpass the two million persons currently incarcerated in both jails and prisons.

Almost all of the individuals who are incarcerated eventually return to the community. Absent meaningful intervention and deterrence, most return to commit new crimes. The Bureau of Justice Statistics conducted a study of 272,111 prisoners released across 15 states. Within three years of release, two-thirds of these offenders were rearrested for committing an estimated 306,100 new crimes. More than half were back in jail.<sup>2</sup>

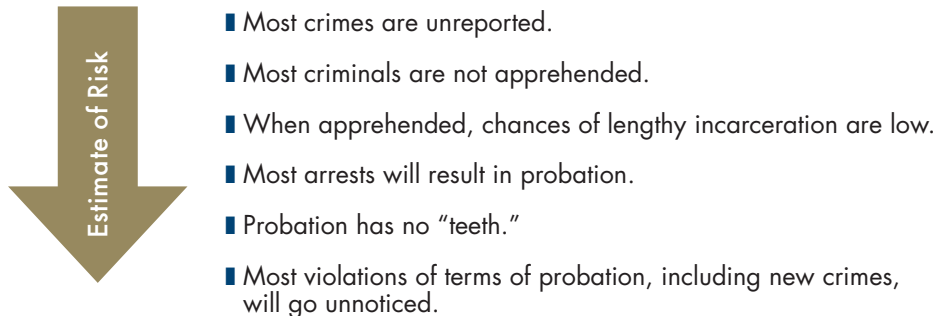
Rearrest, not paralleled by prevention, deterrence, or treatment strategies, is not a long-term answer. Police are not well positioned to impose the blend of options in isolation.

**Criminals decide whether or not to commit another crime.** Many offenders make choices based on what they understand as the costs and benefits of their behavior. As police in High Point, North Carolina, have documented, offenders make judgment calls based on their beliefs about the benefits of the crime they could commit weighed against the likelihood of getting apprehended. The cost-benefit mind-set of returning offenders is shown in figure 2. With, among, and through partners, police can multiply the opportunities to influence the mind-set of those likely to engage in further criminality.

<sup>2</sup> *Recidivism of Prisoners Released in 1994*, Patrick A. Langan, Ph.D., David J. Levin, Ph.D., 2002.

Figure 2

## OFFENDERS' RISK MANAGEMENT MODEL



Source: High Point, North Carolina, Police Department

**Leverage Complementary Resources to Reduce Recidivism.** Police often apply the Pareto principle (i.e., the “80/20 rule”) to offenders in their communities, purporting that 20 percent of the criminals are responsible for 80 percent of the crime. True or not, recidivism is a core concern of police and corrections. To control reoffending and generally make the system work better, police and corrections must share knowledge of and access to information on known offenders. Latent and potentially useful information is discussed later in the report. Strategically leveraging these data on repeat and high-risk offenders can reduce recidivism, ultimately driving down crime.

### 2. Guarding Officer Safety

Information sharing across agencies can enhance officer safety significantly for both police and correctional officers. Information is power . . . and safety. At the most basic level, police officers should know when dangerous individuals are released from prison. They should be informed at roll call to expect to see a named offender back on the street. They should have handheld devices and/or cruiser laptops with up-to-date information on the status of paroled offenders. The more officers know about the tendencies and habits of the dangerous persons they encounter, the more they can take steps to protect themselves.

Similarly, correctional officials benefit greatly from knowledge of offender behavior and interactions with police prior to incarceration. Data-driven solutions can help both police and corrections prioritize their approaches to handling known offenders.

### 3. Addressing Citizen Concerns

Citizens are not comfortable with offenders returning to their neighborhoods. Indeed they are consciously wary. Parents, guardians, and school officials express particular concern about offenders who reside near schools. Complaints about drug corners and gang members or perceived gang members loitering are conveyed to police with regularity. Opportunities for both proactive and reactive police responses are multiplied by the information and intelligence that correctional partners can supply. Moreover, police response to communities, groups, and individuals is likely to be more credible when agencies can point to partnership arrangements that demonstrate police are not working in isolation.

### 4. Intelligence-Led and Predictive Policing

Data-driven policing, symbolized preeminently by intelligence-led and predictive research and discourse, is powered by information. While not yet singled out for attention, as a package, it seems obvious that corrections-supplied information needs to be factored into on-the-ground efforts. Meshing traditional police crime data with corrections offender data can lead to a new level of tactical crime analysis and data-driven policing. Geospatial crime forecasting, risk assessments, and prioritization for offenders and crime locations are among the possibilities.



Similarly, corrections institutions, many with intelligence and analytical units, stand to benefit from law enforcement intelligence. Police data on offenders can inform and enlighten inmate intake and management. Community corrections, with knowledge of police interactions with offenders, can adjust the intensity of supervision as needed.

The sources and potential applications of police-corrections data sharing for strategic crime control are presented in greater detail in Chapter III.

## 5. The Productivity Imperative

Law enforcement agencies and their parent governments are struggling to absorb the most consequential resource reductions in decades. The same is true for state correctional institutions; community supervision is increasingly becoming a cost-saving alternative to incarceration. A turnaround is not in sight. For many agencies, core services are at risk. Preservation of public and officer safety is increasingly contingent upon exercise of best policy and operational practices, managed cost-effectively. The threat is generating reexamination of the police role in our society as well as early-stage discussions of new, return on investment (ROI)-driven business models. In this context the resource multiplying value of partnerships is unarguably an imperative.

**Partnerships Are Force and Capacity Multipliers.** Shared supervision and joint warrant apprehension teams typify partnership field operations that multiply manpower, normally situationally. Augmentations are essentially no-cost.

All arrangements multiply information and intelligence to enhance analysis, planning, and operations. Corrections-to-police reentry and sex offender information exchanges are commonplace. Sharing of information on known offenders and using that information to drive operational efforts can be a force multiplier.

Standard effectiveness and productivity metrics (ROI measurements) for police-corrections partnerships are in short supply. Especially now as both fields are preoccupied with sustaining meaningful levels of programming, the ability to prove productivity value, is essential.

**New Investments Are Marginal.** Partnership activities involving direct interaction, such as joint monitoring or task force operations, can be made to blend with existing police functions, staffing arrangements, and policy prescriptions. While some staffing reallocation may be necessary, new investments are negligible and operational interruptions are not required. Information-based partnerships—such as those presented in Chapter III, vary in the investment of time, depending on the types of information, the format (electronic vs. hard copy), and data system compatibility. Some system enhancement may be required, but most data tracking can be absorbed by existing analysis or records units or handled by volunteers.

**Prevention Lowers the Costs of Crime.** For law enforcement, the criminal justice system, and society at large, the cost reduction potential of crime prevention is eagerly pursued. The cost of crime is estimated as an aggregate of many meaningful tangible and intangible components. Tangible costs are (usually) subject to quantification using documented expenditure data.

- Costs of criminal justice operations, from police prevention and enforcement through probation and parole activities
- Property loss and destruction
- Medical treatment
- Income loss
- Productivity loss

Intangible costs are more difficult to measure, sometimes impossible.

- Psychological and emotional suffering of victims and their families and friends
- Community fear
- Neighborhood and economic decline or failure to flourish

For present purposes—in evaluating the police-corrections partnership—the cost consideration becomes the value of effective prevention, tangible and intangible. In light of the present economic environment, consider the ROI, the economic trade-off of reallocating and prioritizing present resources, mainly staff, and/or augmenting staff.

Social service literature does not supply an abundance of studies to enlighten these considerations, but as illustrated in Table 2, effective partnerships can reduce crime. While the cost savings are difficult to calculate, it would be foolhardy for budget decision makers to deny investments. The preventive results and potentials of police-corrections partnerships, tangible and intangible, must become priorities in the operations portfolios of every law enforcement agency.

### COSTS OF CRIME

- The costs of crime to America are plausibly on the order of \$2 trillion per year. By way of comparison, total Gross Domestic Product (GDP) in the United States in 2010 was equal to \$14.5 trillion. Put differently, the “crime tax” on Americans—that is, the reduction in quality of life due to crime—is the equivalent of around 14% of GDP.
- Included in the overall cost of crime is around \$200 billion in government expenditures on the criminal justice system and another \$167 billion in costly private measures to protect people and businesses against crime. Non-pecuniary costs also figure prominently in the burden of crime to American society.
- Given the enormous toll that crime imposes on American society, even costly new initiatives to reduce crime can generate benefits to American taxpayers and citizens that justify the increased government expenditures.
- Particularly cost-effective may be crime-control interventions that focus on those people who are at the highest risk for criminal activity, such as ex-offenders who are re-entering society from prison.

*Source: Jens Ludwig, former professor, Georgetown Public Policy Institute, Georgetown University. Testimony before the U.S. Senate Judiciary Committee, September 19, 2006.*

*National Income and Product Accounts Tables, 2010, Bureau of Economic Analysis, U.S. Department of Commerce, <http://www.bea.gov/national/pdf/dpqa.pdf> (accessed 12/07/11)*

# THE STATE OF PRACTICE

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Since the tentative steps taken by police and probation officers in Boston's Operation Night Light program over 20 years ago, police practice has tended toward increasing interaction between police and institutional corrections. Police and corrections were firmly entrenched in views of the distinctness of their professions that were isolating. Many police executives prior to 1990 did not recognize the benefits of the broad collaborative strategy of policing that emerged with community policing in the 90s.

The police-corrections concept has developed in the much broader problem-oriented or community-oriented approach to crime and disorder. In one sense, a police-corrections partnership is a problem-solving instrument. It strategically focuses public resources on the individuals most likely to generate harm and cause disorder problems in communities. The community policing, problem-solving environment notwithstanding, it is impossible to speak authoritatively about how much and how well police-corrections partnerships have developed.

This project documents and attempts to answer, in an informed manner, such questions as the following:

- How many law enforcement agencies have arrangements with corrections partners that are more than transitory?
- What are the types and prevalence of arrangements?
- What are the level and nature of resource commitments?
- What are the internal structural arrangements—organizational location and accountability?
- Are there clear outcomes and other evaluation metrics?

During this project the authors worked industriously to fill gaps in knowledge of current practice, beginning with an examination of literature, followed successively by two focus groups, field visits, two additional focus groups, and finally a survey of law enforcement agencies. Despite the concentration of effort, progress was limited. As is so often the case, it took most of the project to determine how questions should be asked! Much work remains to be done.

## SECTION 1: THE LITERATURE

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The bookends of the literature, defined by utility for this work, are the seminal 1999 National Institute of Justice Issues and Practices in Criminal Justice document *Police-Corrections Partnerships, Promoting Partnerships between Police and Community Supervision Agencies: How Coordination Can Reduce Crime and Improve Safety*<sup>3</sup> from the Urban Institute and the Office of Community Oriented Policing Services (COPS), and the forthcoming *Correctional Intelligence, Counter-terrorism, Gangs, Violent Crime and Information Sharing* (from the Association of State Correctional Administrators (ASCA) and BJA). In between is a modest body of relevant journal articles, conference proceedings, and government publications.

Collectively, the literature provides unqualified advocacy for police-corrections partnerships, most commonly supported by foundational statistics on the volume of offenders returning to the communities, the number under probation or parole supervision, and the number unsupervised. There is an accumulation of program descriptions, scattered anecdotal reports on demonstrated benefits and value, but few systematically conducted process or impact evaluations. Expectations of crime reduction through partnerships, emphasizing deterrence, social service interventions, and behavior modification are prominently theorized; some partnerships have demonstrated tangible crime reductions. Elements of, conditions for, and barriers to effective partnership building receive frequent and prominent treatment.

<sup>3</sup> Jesse Janetta and Pamela Lackman, *Promoting Partnerships between Police and Community Supervision Agencies: How Coordination Can Reduce Crime and Improve Safety* (Washington, D.C.: Urban Institute and the COPS Office, May 2011).

The literature, reviewed and summarized in a companion document, does not supply the answers to the questions previously posed. Accordingly, the authors turned to other methods to try to construct a clearer picture of police-corrections partnerships.

## SECTION 2: FOCUS GROUPS

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Four practitioner focus groups were conducted: Newark, New Jersey (June 2008); San Francisco, California (June 2008); Atlanta, Georgia (September 2010); and Las Vegas, Nevada (November 2010). The agenda evolved from event to event, based on each previous experience. The central topics of exploration remained the same: the state of practice; promising collaborations; building partnerships; and issues and barriers. Fifteen to twenty practitioners formed each group, primarily from law enforcement and secondarily from probation and parole.

In addition to these field-driven focus groups, IACP hosted a meeting in Alexandria, Virginia (April 2009) of criminal justice educators and researchers, staff from ASCA, and staff from the American Probation and Parole Association (APPA) to ensure views of correctional leaders were acknowledged and incorporated.

Although the original intent of the project was to examine police partnerships with community corrections, it became evident at the first session that work could not proceed intelligently without consideration of institutional corrections. Accordingly, IACP representatives participated in two of four regional workshops hosted by ASCA for its companion project on police-institutional corrections partnerships with federal, state, and local law enforcement representatives and other stakeholders. These workshops helped to put the issues and concerns of state corrections leaders in context.

Focus group discussions conveyed a state of practice characterized by the following:

- Interactions are more situational (case specific) and peer-to-peer based, than a product of formal, institutionalized agency programs.
- Simultaneously, formal programming may be multiplying.
- An absence of typologies and a common police-correction partnership language steers and restricts discussion.
- Themes and issues commonly covered in the literature did not surface; one such issue the authors were led to expect that did not surface was that conflicting goals of police and community corrections serve as a barrier to effective relationships.

The following focus group observations influenced final orientation of the project, and these ideas have become part of this final product:

- Partnership activity is “boutique” in nature rather than a value that is prioritized by and suffuses the police culture.
- Among agencies that have formal arrangements, there is excitement about results and potentials.
- Probation objectives, operations, and information assets are insufficiently understood by law enforcement officers.
- Community-oriented policing concepts are evident in partnership arrangements, most notably strategies for effective partnering and problem solving.

- Impact and process evaluation data to define and identify successful police-corrections partnerships are in very short supply. This is due, in large part, to failing to define goals and intended outcomes of interactions.
- Federal and some state contributors emphasized the potential of existing and developing information exchange assets, fusion centers, and information sharing systems such as N-DEx and RISS (Regional Information Sharing Systems). These and like assets can be a key to growing the number and nature of productive partnerships.

## SECTION 3: SITE VISITS

There were numerous site or field visits of two types. One was the standard case-study visitation to examine programs identified as promising through the focus groups and the literature review. Sites included Topeka, Kansas; Branford, Connecticut; Minneapolis, Minnesota; High Point, North Carolina; Doylestown, Pennsylvania; Savannah, Georgia; and East Palo Alto, California. Summaries of some of the programs observed appear as sidebars throughout this report.

The second type of field study included regional visits to Washington, D.C. metro-area police agencies to compare evolving focus group and literature findings to perceptions of working level officers and investigators. Sites included Alexandria, Virginia; Arlington County, Virginia; Fredericksburg, Virginia; Baltimore, Maryland; Prince William County, Virginia; and the Northern Virginia Regional Gang Task Force. We believe the randomness of this grouping may be more representative of typical agencies across the nation.

For these visits, staff elected to meet solely with law enforcement practitioners—primarily detectives working in violent crimes, vice and narcotics, gangs, and sex offenses—to gauge how corrections assists them in investigations. Staff sought

### SAVANNAH IMPACT PROGRAM (SIP)

In 2001, following consecutive years of violent crime incidents perpetrated by repeat offenders, the City of Savannah initiated local partnerships with the Georgia Department of Corrections, the State Board of Pardons and Paroles, the Department of Juvenile Justice, and the State Department of Labor to more effectively supervise high-risk probationers and parolees (adults and juveniles) and improve overall reentry efforts. In 2002, partnerships were formalized with the creation of the Savannah Impact Program (SIP), which employs a holistic approach to probationer and parolee management. Law enforcement and corrections practitioners work alongside one another in and out of the office, sharing intelligence on probationers, parolees, and some individuals identified to have a propensity for criminal behavior (primarily juveniles). Full-time SIP staff, including but not limited to police officers, probation and parole officers, juvenile justice practitioners, and State Department of Labor employees, conduct joint operations that involve house visits, cognitive and employment training sessions, substance abuse and mental health counseling, and school visits and presentations.

SIP seeks to identify the specific needs of the individual offenders served by the program. Following an entry-level evaluation of each client, staff members identify such needs and develop a comprehensive supervision approach that is tailored to the individual. A multidisciplinary team monitors offenders to ensure they are meeting the terms and conditions of their community corrections sanctions (e.g., staying drug-free, paying restitution, meeting curfews) and assists them in securing legitimate employment, stable housing, necessary treatment and counseling, and a solid social network. For parolees being released into Chatham County, this SIP evaluation process begins six weeks in advance with the assistance of the State Board of Pardons and Paroles and the Georgia Department of Corrections.

to identify the ways in which agency practitioners worked both formally and informally with corrections, something that could seemingly be best accomplished through informal and candid discussions regarding the dynamics of such relationships. Key findings from these site visits include the following:

### 1. Nature of Partnerships

Agency investigators varied in their responses to questions posed by IACP staff concerning the dynamics of and the extent to which they work with corrections practitioners. The nature of police-corrections interaction ranged from tenuous to very cooperative and cordial. Overall, agency investigators recognized the advantages of collaboration with corrections practitioners and noted the benefits to information sharing and joint operations. Respondents all noted that they interact with probation, parole, and jailers in some capacity, though frequency tended to vary by individual and department. In terms of the formality of collaboration, partnerships tended to be informal in nature, with the exception of the Baltimore City Police Department, which is engaged in a number of formal partnerships with corrections.

### 2. Common Activities

The level of activity ranges from low (one task force or periodic meetings) to moderate (regular meetings and multiple task forces) to highly active (joint task forces; embedded officers). Common activities include information exchanges and joint meetings. Information exchange ranged from monthly lists of probationers and parolees to a shared web-based platform. Joint meetings occurred at various levels, some on an ad hoc, as needed basis, while one agency conducts weekly information sharing sessions with probation and parole command staffs.

### 3. Keys to Success

The importance of personal contacts, mutually respectful relationships, and trust building were noted repeatedly as keys to success. Successful collaboration and information exchange depends on the individual; some probation and parole officers tend to be very forthcoming and cooperative with law enforcement, while others may not. Respondents generally acknowledged that philosophical differences in mission between

## **EAST PALO ALTO POLICE DEPARTMENT AND CALIFORNIA DEPARTMENT OF CORRECTIONS AND REHABILITATION (CDCR) COMMUNITY-BASED COALITION**

In April 2007, the East Palo Alto City Council authorized the City Manager and the Police Department (PD) to contract with the California Department of Corrections and Rehabilitation (CDCR) in order to implement the East Palo Alto Community-Based Coalition (CBC). This coalition operates under the direction of the East Palo Alto Police Department and integrates government, community, and faith-based organizations in order to assist parolees in reintegration through blended programming and enforcement services. The stated goal for this initiative is reduction of parolee recidivism rates in the City of East Palo Alto.

The partnership was formed as a three and a half year pilot program and was funded with \$3.4 million (or \$949,000 annually). The product of six months of collaboration, CBC is designed to serve 120 parolees annually. A Day Reporting Center within walking distance of the East Palo Alto police headquarters serves as a single reporting location for parolees to receive a host of reentry services including cognitive and life training courses taught by employees of Free At Last and JobTrain, local community-based organizations. One state parole officer and two East Palo Alto PD officers are also staffed at the center full-time.



agencies can have a huge bearing on overall successes and failures of collaborative work. While the direct involvement of executive staff is not needed, their support and consent are.

#### 4. Challenges

Common challenges to police corrections partnerships include turnover among key personnel, requiring the reestablishment of personal relationships as noted above, and teaching young officers the value of collaborations. Confusion between parties over what information can be legally shared and what cannot was another common obstacle.

## SECTION 4: FIELD SURVEY

The final effort to capture partnership conditions and practices was a limited scope, quick turnaround field survey. Completed responses are displayed in Appendix A.

### 1. The Survey

A 21-question survey posed two sets of parallel questions, one set to assess police partnerships with community correction agencies, the second to assess partnerships with corrections institutions. The surveys were distributed to active law enforcement personnel from four IACP standing committees, with combined membership approximating 120: Community Policing; Patrol and Tactical Operations; Professional Standards; Image and Ethics; and Investigative Operations. While membership of these committees spans agencies of all sizes and the country geographically, no effort was made to structure a sample. (The committees have members representing federal law enforcement.)

### 2. Response

A total of 91 responses were received. Overwhelmingly, responding agencies are (city) municipal, 94 percent. Measured by sworn officers the size distribution follows:

SWORN OFFICERS	PERCENT OF RESPONDENTS
1 – 5	2.0%
6 – 15	5.9%
16 – 25	7.8%
26 – 49	15.7%
50 – 99	19.6%
100 – 249	29.4%
250 – 499	9.8%
500 – 999	2.0%
1,000+	7.8%

Thirty-four (34) agencies, 37 percent (37%), failed to indicate size.

Responses were received from agencies in 27 states, with California (5), Kansas (5), and Texas (8), being the leading respondents.

### 3. Findings

Findings that are most useful for painting a picture of police-corrections partnerships include the following:

**Information Exchange and Access.** Eighty-two percent of responding agencies (90 for this question) receive or have ready access to information from correctional institutions and/or state personnel.

A smaller proportion, 72 percent, receive or have access to information from local probation and parole agencies.

**Database.** Types of information received or available from correctional institutions is very wide ranging. In descending order of frequency, the range includes photographs and video images; criminal histories; gang affiliations; personal histories; release information; visitors; recorded conversations; criminal activity while in detention; emergency contacts; family members and associates; rules violations and disciplinary actions; and commissary activity (who paid and how much).

Types of information received or available from probation and parole range less widely and differ in nature. In descending order of frequency, the range includes criminal histories; conditions of probation and parole; personal histories; employment information; and family members.

**Exchange Media.** Police-institution information transfer technologies and communications procedures are, from most to least widely reported, shared databases; e-mail; telephone; in person; hard copy; and regular data transfers.

With regard to probation and parole, police use e-mail and telephone most frequently, in-person interaction only slightly less, followed by hard copy, shared databases, with regular data transfers being least prominent.

**Information Use.** The three most prominent uses of institution-supplied information by police agencies are to conduct or enhance criminal investigations; locate and arrest criminal suspects; and for officer safety bulletins. Less frequent uses include crime and offender mapping applications; developing crime reduction initiatives; preparing for (and using the information) during community meetings and while responding to citizen inquiries.

The pattern of the use of community corrections-supplied information is very similar to that described above.

**Joint Initiatives.** Almost three-quarters, 73 percent, of responding police agencies conduct or have conducted joint field operations with community corrections agencies and officers. More than one-quarter, 27 percent, have not. The frequency of these field operations was not addressed.

Joint prevention and enforcement activities that police conduct with probation and parole agencies and officers most frequently are monitoring high-risk parolees and probationers; conducting specialized enforcement operations (stings and roundups); participating in crime- and offender-specific task force activities; conducting sex offender monitoring operations; and performing criminal investigations. (The frequency of joint prevention and enforcement activities was not assessed.)

A bare majority of responding agencies 52 percent report that partnership activity is restricted to field-based or operational activities. In settings where partnerships go beyond field operations, activities include joint training, joint development of enforcement strategies and initiatives, crime meetings, and community meetings.

**Objectives and Outcomes.** Police-corrections arrangements are not characterized by clearly defined and measurable objectives and outcomes. Only 7 percent of respondents reported partnerships supported by measurable objectives. About 65 percent declared their partnerships to be characterized by "general and mutually understood" objectives and outcomes. Twenty percent describe the purpose (objectives) to be

“vague.” Nine percent responded “don’t know.” We presume this condition characterizes the situational, one-time initiative as well as ongoing relationships.

**Priority of Objectives.** Fifty-eight percent of respondents indicated that the most important objective is to satisfy stakeholder concerns, especially community members; 56 percent indicate that the second most important objective is to use resources more wisely. The least frequent response was to prevent or reduce crime. This response is wholly unexpected based on focus group discussions, which emphasize prevention and control of crime and victimization. Another survey question asks how information from partnerships is used. The primary response is to conduct and enhance investigations. The apparent disconnect between survey answers and other result is not explainable.

**Formal Evaluation.** Very little formal evaluation of partnerships is conducted. Eighty-three percent of respondents report that no formal evaluation has been conducted. Twelve percent responded “don’t know.” This is explained by the Objectives and Outcome findings.

**Value.** Slightly more than half of a limited number of respondents (26, 54%) cite “information sharing” as a response to the open-ended question “what aspects and/or results of partnership are of greatest value?” Examples include shared database; getting information; and exchange of information. Communications and cooperation was the next highest response of respondents. Examples include the open communication between agencies; a willingness to help; and communication, training, and collaboration.

**Informal/Experiential Evaluation.** Only three percent of respondents rate their partnerships as highly effective. However, about one-third (37%) indicate that their partnerships are (were) effective, paralleled by 32 percent that rate them somewhat effective. A small minority of respondents (5%) rate partnerships as ineffective.

**Essentials for Partnerships.** To form, conduct, and sustain successful police-corrections partnerships, the most essential ingredients follow:

- Information exchange (16 responses)
- Communications (12 responses)
- Positive working relationships (8 responses)
- Clear objectives, including lines of authority (4 responses)

The priority factors offered are congruent with those selected in the values question.

**Advancing Police-Corrections Partnerships.** Of respondents who believe in the value and potential benefits of police-corrections partnerships (59) the research and tools they desire most are programs and practices information (40); evidence-based evaluations (37); and implementation models (32).

## SECTION 5: POLICE OPERATIONS MANAGEMENT STUDIES

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The IACP evaluates the conditions, policies, and practices of many police agencies. These engagements probe deeply into matters of organization, staffing, and programming. They concentrate on goals and objectives; training; information management; and databases, both internal and linked, and assemble a wide range of metrics. These evaluations have not focused deliberately on police-corrections partnerships. The expectation, however, was that studies would surface, at least occasionally, that showed the presence

of partnerships. This has not occurred. The survey data indicate a greater presence than was found. Most likely, the response is more reflective of reality, and studies, simply, have not been attentive or focused to find partnerships. Due to the absence of priority accorded to partnerships, they remain more an afterthought rather than a mainstream operational strategy.

## SECTION 6: PARTNERSHIP OPTIONS AND EVALUATION

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Neither a directory or clearinghouse, nor a one-stop point-of-contact exists for police to access that outlines existing partnership options. Government-funded research reports, reentry and sex offender project reports in particular, feature snapshots of partnership programs, explicitly or implicitly presented as “best practices.” This current knowledge-base is valuable for conveying the program designs and successes.

Table 2 arrays the names, locations, and foci of 13 partnerships. Culled from literature and research, published and unpublished, the criterion for inclusion is the centrality of preventing new crimes by returning offenders or new offenders—proof of crime reduction. The goal was to eliminate the randomness of choices in some other works. The reductions have been sizeable in many cases. These encouraging findings justify future work to build on this portfolio.

## SECTION 7: SYNTHESIS

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More work remains to frame the state-of-practice of police-corrections partnerships. The efforts of this project suggest that the practices commonly referred to as police-corrections partnerships are a mix of information transfers and joint field initiatives, occurring with a frequency that is still uncharted. If the number of agencies that receive or have ready access to corrections agency information can be used as a metric for prevalence, police-corrections partnerships may be more widespread than expected. At the same time, the lack of information on how frequently information is exchanged and joint operations are conducted precludes suggesting more than that the potential is very positive. Police-corrections partnership practices are still a peripheral, evolving, and promising police practice and asset.

Each state-of-practice exercise reinforces the current value and potential of investing in partnerships. A willingness to explore and technical readiness to do so seem to exist among police agencies. Unlike studies of best practices or pre-selected advocacy practitioners commonly gathered to explore innovations, this work subjected the “idea” of partnerships to a random (admittedly unscientific) sample of the field: the survey group and the regional site visits. These groups noted the value and effectiveness of this experience.

Information is valued most highly in the field. A partnership based on information is, perhaps, the simplest to establish and has the potential to generate consistent outcomes. Information sharing and exchange are the basis for more tactical and operational partnerships for strategic crime control. Law enforcement is receiving—and is technologically equipped to receive more—information from both institutional and community corrections agencies. This infrastructure justifies proceeding with design and implementation of a model called for by practitioners in the field. One design is offered next.

Considering responses to questions concerning attributes of police-corrections partnerships, effectiveness, and uses of information, there clearly seems to exist a readiness to engage more aggressively.

Table 2

POLICE-CORRECTIONS PARTNERSHIPS WITH CRIME CONTROL IMPACT						
Program Name	Location	Year Began	Focal Point(s) of Partnership	Impact		
Operation Night Light	Boston, MA	1992	Information sharing, targeted supervision, and zero tolerance	Reported sharp drops in the number of homicides, homicides with firearms, and assaults with firearms.		
Parolee-At-Large (PAL) Apprehension Teams	California	1996	Locate and apprehend absconders	Parolee-at-large cases were reduced by more than 1,000 from projected levels. PAL Apprehension Teams seized more than 300 firearms.		
Juvenile Intensive Service Team	Campbell County, KY	2000	Intensive supervision and information sharing	Seventy-one percent of the juveniles in the program have not re-offended.		
Violent Crimes Task Force	High Point and Winston-Salem, NC	1998	Information sharing, enhanced supervision, and tracking	Twenty percent reduction in crime citywide and a 40 percent reduction in crime in "hot spot" neighborhoods. The recidivism rate in High Point is half the state average.		
Going Home Prepared Program	Las Vegas, NV	2002	Enhanced supervision and information sharing	Recidivism rate dropped from 80 percent before the program was implemented to 39 percent after.		
Southwest Los Angeles Gang Partnership	Los Angeles, CA	2007	Intelligence sharing and focus on special population	Violent crime dropped 41 percent in the Southwest Division.		
Indianapolis Violence Reduction Partnership	Marion County, IN	1997	Targeted law enforcement and supervision	Results show a reduction in homicide rates during the program.		
Mentoring Partnership	Minneapolis, MN		Mentoring and rehabilitation	In downtown Minneapolis, the program has contributed to an overall 71 percent drop in reported crime. The Minneapolis Police Department's (MPD) chief has noted that "The partnership is cost-effective for the MPD. It makes good policy sense, and it makes good financial sense."		
Project One Voice	New Haven, CT	1997	Intensive surveillance and joint operations	Unquantified declines in violent and property crimes in the target neighborhood were revealed.		
Ogden Project Team	Ogden, UT	2005	Focused deterrence	Part I crimes decreased 23 percent in the target area		
Racine Community Reentry Program	Racine, WI	2004	Information sharing and supervision	Reduced recidivism and a rearrest rate of less than 25 percent. Sixty-five percent of program participants are employed; 64 percent are crime-free.		
Intensive Supervision Program	Richland County, OH	1998	Intense supervision and monitoring	Numbers from the Richland County Sheriff's Office showed a 4.5 percent reduction in violent and property crimes within the county and a 13 percent reduction in Madison Township.		
Fugitive Recovery Enforcement Team	San Francisco, CA	1993	Locate and apprehend violators	San Francisco's parolees-at-large population dropped by 12 percent between 1993 and 1997.		

# A POLICE-LED PARTNERSHIP MODEL

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Law enforcement practitioners regard police-corrections partnerships favorably as an effective crime prevention and enforcement strategy and, even more so, as a technique to satisfy citizen concerns, often regarding the presence of returning offenders to the neighborhoods in which they commonly reside. Police engagement with institutional and community corrections agencies is probably increasing; certainly, information-linked engagement is increasing, no doubt powered by sex offender legislation and mandates and strong advocacy for reentry initiatives. However, many police-corrections partnerships are time and target transitory. Corrections engagement is not a priority among police crime control strategy choices. This is attributable to a constellation of factors that include an absence of federal funding and advocacy, a silo culture with a tendency to regard system-wide criminal justice coalitions passively, and simple inertia caused by a lack of knowledge on where and why to begin.

It is the authors' view that the primary emphasis in literature, research, and practice has been on partnership-building, cross-agency structures, and arrangements. There has been limited concentration on how the police-corrections concept can be tailored, fitted, and organically blended into everyday law enforcement and corrections operations to drive information-led crime reductions. Responding to this belief, the authors present an idea—a challenge—that police recognize the mutual benefits of police-corrections partnerships and take a leadership position by reaching out to institutional and community corrections to share data and drive smart, strategic crime control efforts.

## SECTION 1: A CORRECTIONS-BASED INFORMATION MODEL FOR POLICE

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Practitioners cite information as the most valuable asset of police-corrections partnerships. Information sharing and exchange represent the most basic of partnerships and the building block upon which more collaborative crime control efforts can be initiated. Corrections information can and should inform police operations. All indications show a substantial range of information is transferred to police routinely by various media, is accessible, and is or can be supplemented by person-to-person contact. These characteristics, along with an apparent appreciation for the potentials of partnerships, are the foundational underpinnings of the model described next.

A graphic concept of a model designed to enhance desired public safety outcomes of police is presented in figure 3. Very simply stated, police are urged to do the following:

- Develop and institutionalize the most comprehensive base of information that corrections agencies can supply, that has potential use for traditional and innovative police operations (such as patrol, investigations, special operations, crime analysis, CompStat, smart or predictive policing, and fusion center data exchanges).
- Weave the use of the information as seamlessly as possible into those operations.
- Monitor and evaluate the value and ROI of the approach to improve value or take other action, which could include shutting the process, or parts thereof, down.
- Offer police data on offenders to corrections, including gang information, field interviews, and traffic stops.



The comprehensive information base is the platform for the entire approach. The data should be built from three sources:

- Institutional corrections agencies
- Community corrections agencies
- State, national, and regional data exchange systems

The comprehensiveness, timeliness, and, thus, the potential value of the data will vary with technical capacities, financial assets, and cooperative relationships of and between law enforcement and corrections agencies.

The potential of the approach—the ROI and its limits—would be defined by the frequency with which data are considered and the ability to convert them into actionable information. In this regard, finding value in police-corrections partnerships is no different from finding the value of any police intelligence-based operation, including crime analysis, CompStat, and/or fusion center interaction.

Finally, law enforcement should be prepared to share data as needed with corrections.

## SECTION 2: DATA ELEMENTS

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Law enforcement agencies and officers manage crime prevention and control strategies with excellence. The model requires that agencies “weave the corrections-supplied information as seamlessly as possible into everyday operations.” This requirement should pose no problem. Merging corrections data with traditional police crime data can allow agencies to maximize their insight into emerging community threats and adjust operational tactics as needed. The following summaries detail types of corrections information police may find useful.

### 1. Institutional Corrections Information

Eight classes of information are described along with their potential applications to police operations. These do not constitute the totality of what may be available or the use potential.

**Personal History, Photographs, and Family Members.** Institutional correction agencies maintain personal history information about all inmates. Basic identifiers such as name, address, race, gender, and date of birth are kept for administrative processing and identification. Other information that can be particularly useful to law enforcement officers includes tattoos, scars, other identifying marks, nicknames, and gang affiliations. Since many criminals are only known by nicknames or “street names,” this information can be useful for identifying suspects or witnesses to crimes where limited information is available. Of particular importance are photographs taken by institutions. In addition to facial features, they may also include tattoos or identifying marks. This information helps law enforcement establish identities of criminal suspects through photo line-ups, during surveillance and undercover operations, or from informants. Information about family members can aid in locating fugitives, identifying other suspects, or determining locations used to hide evidence.

**Visitor Logs.** Visitors to correctional institutions are normally required to sign a log and record the name of the inmate to be visited or the purpose of the visit. Institutions require a visitor to provide identification. Logs are a trail of potential witnesses and addresses for law enforcement investigators to follow. The information can be particularly useful for locating fugitives, establishing relationships among multiple suspects in a crime, and/or identifying locations where evidence may be stored.

**Commissary or Inmate Accounts.** Inmates rely on family members, friends, and associates to deposit money into their accounts to enable them to purchase items not provided by the institution. Often, criminal associates, gang members, or previously unidentified suspects provide money to inmates as a sign of support or to encourage continued silence. The name of the depositor and the method of payment are commonly documented. Some institutions, such as the Maricopa County, Arizona, Sheriff's Office, use cash kiosks to accept deposits. These kiosks accept deposits via cash, check, or credit card. Deposits can also be made via telephone or website. All of the information related to these transactions is recorded and available to the institution to which the payment is made. With the availability of electronic deposits, the potential list of witnesses and addresses increases significantly. Just as visitor logs create a trail of associates and addresses related to an inmate, so, too, do inmate commissary accounts.

**Recorded Conversations.** Inmate conversations made by telephone or during personal visits are monitored and recorded in many institutions. The primary purpose for recording is to safeguard the security of the facility and protect the safety of employees and visitors. Inmates, visitors, and parties to telephone conversations get prior notice of recording. Recordings provide perhaps the most substantial source of intelligence and criminal information available from a corrections facility. Despite warnings about recorded conversations, inmates discuss their criminal activities freely, both past and pending. They frequently identify other suspects involved in a criminal activity; describe crimes by friends, family, and other associates; and criminal activity that occurs inside a correctional facility. In most cases, this information is available to law enforcement investigators without a subpoena or search warrant. Some correctional institutions provide this information via an Internet connection, 24 hours a day, seven days a week. Investigators frequently identify other suspects and the location of evidence simply by listening to recorded conversations of a person arrested for a crime or his or her family members, friends, or associates that may be housed in the same correctional facility.

**Criminal Activity.** An abundance of criminal activity occurs in correctional institutions. Some is predictable: assaults, drug possession, and thefts, but some is unexpected and quite sophisticated. There are countless stories of fraud schemes by inmates, submitting false income tax returns, insurance claims, and government benefit claims. The most significant criminal activity in correctional facilities is organized and controlled by gangs. Numerous inmates are convicted of extortion, bribery, witness intimidation, and even murder while incarcerated.

Only a small fraction of crime in correctional institutions is reported to law enforcement. Much of it is handled administratively by corrections officials through sanctions, loss of privileges, or isolation. Although these incidents may go unreported to law enforcement, institutions maintain records of the incidents. Records include names of other inmates involved in the crime; details of the method of operation; and, occasionally, names of persons outside the facility involved in the crime: former inmates, family, friends, or gang members. In the hands of law enforcement investigators, this information is valuable for determining the identities of suspects, recovering evidence or stolen property, or preventing additional crimes.

**Disciplinary Actions.** Violations of rules and regulations, disputes with staff or other inmates, or behavioral problems can help investigators to establish background information about a suspect or even establish motives for criminal activity. This is especially important in crimes committed by gang members. Disputes between gangs, competition for crime markets, or organized crime activity often manifest themselves through violations of rules and regulations. These actions can be a very important part of an investigator's task of identifying the "who" or "why" aspect of a crime.

Information about protective custody inmates, reasons for being held in protective custody, and the duration of confinement can establish relationships between inmates; identify past behavioral problems; or, more important, identify an existing personal safety or security threat to an inmate. A picture of an inmate's behavior in jail can provide insight into behavior upon release.

**Inmate Release.** The most widely used information from corrections agencies are inmate releases. Names, addresses, and criminal conviction information are generally provided by state corrections agencies to local law enforcement and intelligence fusion centers. Information is redistributed internally to crime analysis units; patrol officers; and, in some cases, externally to affected community or business leaders. From an analytical perspective, this information can be used to develop crime reduction strategies or for targeted enforcement operations. It is beneficial to detectives who may be investigating certain crimes in a neighborhood where individuals who were recently released from jail and have a history of similar crime specialties reside. Using geographic information systems (GIS) to map offender residences, places of employment, and previous targets can offer a telling visual representation and provide a launching point for investigators when no other suspect information exists. Further, providing patrol officers with lists of probationers and parolees who live and work in their respective zones or beats improves awareness and officer safety.

With advance information about the release of offenders, law enforcement leaders can implement actions to minimize impact. Additional police patrols, community meetings, media releases, or public safety bulletins can help to alleviate citizens' fears, increase public awareness about a person, and generate future intelligence information.

**Medical and Health Information.** Law enforcement may obtain personal health information regarding inmates as it relates to the safety and health of others. Medical and psychological histories, including current medications, substance abuse history, mental health, and behavioral issues, provide information that can be critical for officer safety.

## 2. Information from Community Corrections Agencies

Three classes of information are described. These do not constitute the totality of what is available.

**Personal History, Photographs, and Family Members.** Much of the basic personal history information maintained by correctional institutions is also available from community corrections agencies. Probation and parole information in this category is generally less descriptive. It may not include tattoos, scars, marks, or unusual identifying marks. Community corrections agencies may not have photographs of individuals or tattoos.

Because being employed, or actively seeking employment, is a condition for most individuals under community corrections supervision, current or previous employer information is usually available. Depending on the nature of a crime being investigated and the nature and location of an offender's employment, investigators may be able to link the data, particularly for locations where evidence or stolen property may be stored. For investigations of computer crime, this may be critical information.

Information about current social relationships may be available from community corrections agencies. Parolees or probationers are required to provide accurate and current information about their residences, as well as the names of and their relationships to all persons that live in the residence. Names of boyfriends, girlfriends, or acquaintances may not surface to law enforcement investigators through normal background checks. This information can produce suspects in a crime or, in some cases, become the basis for a parole or probation violation.

**Conditions of Parole or Probation.** Terms and conditions of parole or probation are one of the most valuable categories of community corrections information. Restrictions (conditions) placed by a judge frequently limit the locations offenders may visit, the type of activities in which they may engage, persons with whom they may live or socialize, or even the time of day they may be out in public.

Violation of restrictions may result in incarceration. In most states, parole and probation officers must apply to a judge for a warrant to initiate a violation hearing. In Oregon, parole and probation officers have the authority to make an immediate arrest for observed violations and hold an offender in custody until a

hearing is scheduled. Unless law enforcement officers are aware of the terms of an individual's parole or probation, violations may go undetected. The knowledge alone that local law enforcement officers are aware of conditions of parole or probation may be enough incentive to prevent behavior that might constitute a violation.

Behavior of an individual under community corrections supervision can be disruptive to a citizen, community, or business, but may not constitute a crime or even a violation of parole or probation. Nonetheless, patrol officers are tasked to eliminate offensive behavior. Typical responses include zero tolerance enforcement programs, increased patrols, or surveillance and undercover operations to detect criminal activity. These responses are usually manpower intensive, take time to develop, and are usually of short duration. A single patrol officer armed with information about the terms and conditions of an individual's parole or probation can determine when the disruptive behavior becomes a potential violation. This is particularly helpful in combating gang activity, drug distribution, prostitution, and general nuisance crimes such as loitering or vagrancy.

Modifying the terms of an individual's parole or probation represents one alternative to traditional law enforcement methods that can be accomplished only through shared information and resources. With the constant rise in the numbers of persons on parole or probation and the shrinking resources of law enforcement agencies, it represents an effective means to resolve problems with minimal effort.

**Lists and Registries.** Parole and probation agencies produce and maintain information about offenders that has significant potential for law enforcement agencies for crime analysis, developing crime reduction plans, preserving officer safety, and effective community policing and problem solving. Sex offender databases are common and critical. Investigators who search for suspects in sex crimes access the names, addresses, and physical descriptions of known offenders living in and beyond the area of a sex crime, who are on parole or probation. With limited analysis of the lists, investigators can generate potential suspects in short periods of time.

Similarly, burglary and auto theft investigators can generate suspect lists simply by searching for information about persons under community corrections supervision for those crimes. As with lists of inmate releases from corrections institutions, using GIS to map offender residences, places of employment, and previous targets can offer a telling visual display and provide a launching point for investigators when no other suspect information exists. This is especially helpful in high-profile cases. Providing patrol officers with lists of probationers and parolees that live and work in their respective zones or beats improves awareness and officer safety.

Offender lists can serve as a source of manpower for community improvement projects. Judges frequently sentence individuals to community service hours in addition to other terms of parole or probation. A query of a parole and probation database by region or by zip code will likely produce a long list of "volunteers" to help with community clean-up projects, graffiti abatement, or similar tasks where a large number of persons are needed. These efforts can be easily coordinated through the local parole or probation office where offenders report for meetings.

### 3. National and State Databases

A substantial body of corrections-related information can be assembled to load an agency's police-corrections database from secondary sources: information exchanges. These exchanges have been and are being developed to supply crime control and intelligence information that goes far beyond the police-corrections partnership database under discussion here. While the myriad of information sharing systems can be confounding for law enforcement, their potential cannot be denied. A sampling is provided below. Departments should investigate what databases are available in their states and how to exploit them.

**N-DEX.** N-DEX, the Law Enforcement National Data Exchange, is an information sharing database for criminal justice agencies, which is operated and managed by the Federal Bureau of Investigation (FBI). The

objective of N-DEx is to provide law enforcement investigators with resources “to search, link, analyze, and share criminal justice information”<sup>4</sup> such as incident/case reports, incarceration data, and parole/probation data on a national basis. N-DEx data are provided through a secure Internet connection to participating agencies. N-DEx contains information from criminal justice agencies such as offense reports, arrest and booking records, and parole and probation information. However, it does not capture or store intelligence information. Ownership of the information provided remains with the submitting agency, which is also responsible for its accuracy. Individual agencies have the option to decide what information, and how much, is provided to an N-DEx user. Once fully implemented, N-DEx will also provide analytical and mapping capabilities to all users.

**JNET.** JNET, or the Pennsylvania Justice Network, is a virtual database developed for all Pennsylvania law enforcement and criminal justice agencies. It contains records from police agencies, parole and probation, courts, prisons, sheriffs and constables, and motor vehicle agencies. Authorized users access information through a secure Internet connection. Database resources include photographs and immediate notifications for a customizable list of events.

**NLETS.** Nlets, the International Justice and Public Safety Network, links together and supports every state, local, and federal law enforcement, justice, and public safety agency for the purposes of sharing and exchanging critical information. Nlets offers criminal history exchanges, drivers’ license image exchanges, and corrections photo and inmate information exchanges.

**RISS.** Through six regional centers, the Regional Information Sharing Systems program connects disparate criminal justice systems and provides information sharing resources and investigative and analytical support.

**CriMNet.** In Minnesota, CriMNet<sup>5</sup> was established as a statewide justice information sharing initiative to enable all relevant justice agencies to access offender data. CriMNet’s primary initiatives are the following:

- To accurately identify individuals
- To make sure that criminal justice records are complete, accurate, and readily available
- To ensure the availability of an individual’s current status in the criminal justice system
- To provide standards for data sharing and analysis
- To maintain the security of information
- To accomplish tasks in an efficient and effective manner

Some examples of CriMNet’s successes include the following (taken from <http://www.crimnet.state.mn.us/index.htm>):

- An Automated Fingerprint Identification System (AFIS) has proven to be a pivotal resource in reducing the time it takes to accurately determine identification. AFIS decreased the process time from months to minutes.
- A Computerized Criminal History (CCH) enables any authorized agent to access files in minutes.
- A Comprehensive Incident-Based Reporting System (CIBRS) enables data recorded by a local agency in a records management system to be sent to the CIBRS database, allowing the information to be searched by other law enforcement agencies.

## 5. Sharing Police Data with Corrections

As law enforcement leverages corrections data to enhance strategic and tactical crime control efforts, it should be prepared to provide data back to corrections in an active information exchange partnership.

<sup>4</sup> “N-DEx Overview,” Federal Bureau of Investigation, [http://www.fbi.gov/about-us/cjis/n-dex/ndex\\_overview](http://www.fbi.gov/about-us/cjis/n-dex/ndex_overview) (accessed September 21, 2011).

<sup>5</sup> CriMNet, “About CriMNet,” <http://www.crimnet.state.mn.us/About/aboutcrimnet.htm>.

Police data can inform the supervision and incarceration plans for offenders. Data that are the purview of police are assets to correctional facilities preparing for an offender's detention and to community corrections officials who manage them upon release.

Examples of law enforcement information ideal for sharing with corrections include the following:

- Police contacts with probationers and parolees (e.g., field interviews, traffic stops, and pawn activity)
- Gang and security threat group affiliations
- Physical and mental health issues
- Drug use
- Known associates
- Arrest reports
- Weapons registrations
- Victims' information (important for domestic violence and sex offense cases)

#### 4. Operational and Operational Support Partnerships

The raw information exchange between police and institutional and community corrections officials can lead to more collaborative endeavors, which, in turn, can produce additional information to fuel investigations and analysis. Common types of collaborative endeavors are summarized here.

**In-Field Monitoring Programs.** Parole and probation agencies monitor individuals under their charge through a variety of methods including telephone calls, GPS ankle bracelets, in-person meetings, and home visits. The home visit has the greatest potential benefit to law enforcement. Many police agencies already partner with parole and probation agencies to conduct home visits of parolees or probationers. The Boise Idaho Police Department and the Idaho Department of Corrections methamphetamine project is an example of a successful partnership. (See the video: *Targeting Criminality: Successful Police Corrections Partnerships*.)<sup>6</sup> This partnership has a dual benefit for both agencies in that the parole and probation officer has a higher level of safety and law enforcement officers have the opportunity to look for evidence of other crimes. Parole and probation officers have the lawful authority to enter and inspect the offender's residence to verify residency. This inspection is usually limited to the offender's sleeping area but of course other areas of the residence must be navigated in order to reach it. If any evidence of criminal activity is observed, law enforcement officers have the authority to seize it and make an immediate arrest, or delay the arrest until a more thorough review of the circumstances is conducted. In addition to making arrests for criminal activity, law enforcement officers also have the opportunity to gather intelligence information about other crimes in the community or gang activity during the informal contact with the offender.

Offender monitoring programs also provide law enforcement officers with an opportunity to inspect the residence of a specific offender that may be under investigation for another crime. By accompanying the parole and probation officer on a home visit, the investigator has an opportunity to look for evidence of the crime that may be in plain sight, such as clothing or stolen property. The investigator also has an opportunity to learn information about the offender's activities at the time of the crime, through informal conversation. Observations by the investigator or statements by the offender can easily lead to the identification of other suspects, the issuance of search warrants, or even an immediate arrest.

Electronic monitoring through GPS-enabled ankle bracelets is increasing as an alternative to incarceration. Law enforcement can use the data from these devices to track the movements of known offenders and possibly place a suspect in the vicinity of a crime. Some police agencies have helped fund additional bracelets to monitor offenders of particular interest.

<sup>6</sup> This video is available at <http://www.theiacp.org/PublicationsGuides/Projects/ViolenceReductionStrategies/TargetingCriminalityVideo/tabid/254/Default.aspx>.

**Task Force Operations.** An obvious, but often overlooked, use of parole and probation information and resources is through the use of task forces, in both the short and long term. The inclusion of a parole and probation officer in a task force enables all task force members to access parole and probation agency information through the officer. While access to that information is limited to when the officer is available to retrieve it, the officer provides immediate resources that may not be available in any other format. Depending on the objectives of the task force, parole and probation information and resources can be used for any of the previously mentioned objectives, or, in some cases, to accomplish different objectives. For example, the Baltimore, Maryland, Police Department has operated a regional Warrant Apprehension Task Force since 2000 that has a contingent of parole and probation officers. These officers have arrest authority and actively search for suspects wanted for parole violations. Further, their presence during an arrest or at a suspect's residence demonstrates to the person a great level of cooperation and commitment between law enforcement agencies in reducing crime.

In addition to information access, the inclusion of parole and probation officers in a task force may provide additional manpower and equipment—a valuable resource in today's lean economy. The addition of manpower, extra office space, vehicles, or computer workstations can amplify the operational capacity of any task force or investigative unit. In some situations, the addition of state community corrections officers to a task force may qualify the agency for state or federal grant funds to purchase specialized equipment or fund overtime operations.

**Investigative Operations.** Parole and probation officers can also be used for investigative operations through full-time assignments to law enforcement agencies. These "embedded" officers work side-by-side with law enforcement investigators—but with an interest in collecting information about crimes committed by individuals on parole or probation. They provide valuable information and assistance to law enforcement while collecting intelligence information about criminal activity, which is then shared with other parole and probation officers. The Maryland Department of Public Safety, Division of Parole and Probation, through its Violence Prevention Initiative has successfully embedded officers in several large police departments in Maryland since 2008. Through this effort, information sharing, communication, and cooperation have been greatly enhanced. At the same time, violent crime rates in those jurisdictions have been significantly reduced.

**Intelligence and Analysis Partnerships.** Most departments of corrections employ intelligence officers who collect and analyze data on inmates including gang activity, security threat groups (STG), and the general behavior of inmates while incarcerated. Corrections Intelligence Units possess information about past inmates, and crimes committed are documented by employees. Too often, law enforcement investigators overlook or underestimate the value of the expertise and information maintained by these units. Accordingly, much of it is not shared with law enforcement unless a specific request is made by an investigator.

Likewise, most police departments have intelligence or crime analysis units that analyze crime data and trends and monitor offender activity in the community. Information from these units rarely makes its way to corrections officials. Fusing information from these two units holds powerful potential for strategic crime control. Partnerships between the police and correctional analysis functions can facilitate data exchange and foster collaborative crime control efforts in the field. While successful police-corrections partnerships often involve information sharing, law enforcement agencies would be well served by collocating analysts and investigators within these units.

**Training Settings.** One of the most common and immediately beneficial partnerships between law enforcement and corrections agencies is joint training programs. Courses of instruction range from tactical entry and officer safety programs to interview and interrogation techniques. While the information learned in these training classes is beneficial to all participants, the networking and relationships established among classmates are invaluable. These relationships help to build trust and break down barriers that impeded partnerships and information sharing. Additionally, shared training programs provide greater learning opportunities for all partner agencies, as well as reduce costs among partner agencies associated with training.



Figure 3

CORRECTIONS-BASED INFORMATION MODEL		CORRECTIONS-ORIGINATED INFORMATION		National & State Databases
Institutional Corrections		Community Corrections		
Inmate Specific	Agency Specific	Offender Specific	Agency Specific	
Personal history	General release information	Personal history	Offender lists	N-DEx
Photographs	Gang affiliation and activity	Family & dating relationships	Monitoring programs	JNet
Family members	Criminal activity	Employment	Joint training	RISS
Visitor logs	Contraband seizures	Conditions of parole/probation	Task force personnel	Fusion Centers
Commissary activity	Security threat group information	Electronic monitoring	Embedded investigative personnel	Nlets / CrimNet
Recorded conversations	Task force personnel	Residential living arrangements	Modifications to parole and probation conditions	
Criminal activity	Work release program	Income & financial information	Equipment & facilities	
Disciplinary actions	Home detention	Past violation history	Name/nickname searches	
Protective custody	Organized crime activity	Telephone – contact numbers	Offender mapping	



PROGRAMMING AND OPERATIONS		Operations Support
Police-Corrections Operations	Police Only Operations	
Electronic monitoring of offenders	Criminal investigations	Crime prevention programming
Warrant apprehension task force operations	Gang control	Crime enforcement planning
Sex offender monitoring	Narcotics control	Intelligence information distribution
Gang violence enforcement operations	Sex offender management	Tactical crime analysis
Home visits	Violent criminals – reentry	Offender release bulletins
Modifications to parole/probation	Terrorism, homeland security operations	Officer safety bulletins
Investigative assignments (police and corrections)	Offender and target mapping	Community notifications
		CompStat meetings
		Community meetings
		Fusion center assignments



PROCESS IMPROVEMENT	
Process Monitoring & Feedback	Impact Evaluation



## SECTION 3: DATA MANAGEMENT AND INTEGRATION

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The volume of potential information presented here is substantial. Identifying the most efficient method to receive, house, and maintain this information is a key consideration. A few options are summarized here, some more sophisticated than others.

### 1. Records Management

Ideally, law enforcement and corrections agencies would share a common records platform. For example, in Lehigh County, Pennsylvania, a cross-vendor data system connects all agencies under one network allowing law enforcement, courts, and corrections to have real-time field reporting on persons, vehicles, incidents, and photos.

Absent a true shared or interoperable system, law enforcement should strive to integrate corrections information into the appropriate “persons” file within the local agency’s records management system (RMS). Most records systems have fields for identifying marks, gang affiliations, employer(s), and known associates. These are ideal for populating with corrections data. Querying for a suspect or offender name would then yield not only the results of police contacts but also those of corrections.

### 2. Information Exchange Packets

Varying data formats and definitions in use by originating agencies make the notion of information sharing easier in theory than in practice. Standardization is recommended for the long term. To that end, information exchange packet (IEP) development and documentation should be part of full-scale data transmission. Information exchange packet documentation (IEPD) provides consistent semantics and structure to disparate data from various sources. Reconfiguring information systems is not necessary; rather, fields are defined and mapped for easy exchange of data. The American Probation and Parole Association (APPA) has developed four IEPDs for community corrections data on supervision conditions, offender risk assessment, discharge summary, and high risk offender profiles.<sup>7</sup> More work is needed to bring value and utility to law enforcement.

### 3. Advanced Analytics

Applying business intelligence techniques to policing is helping law enforcement forecast future crime occurrences in much the same way that retailers predict consumer behavior. Computer programs, integrated into the RMS or separate from it, comb through large quantities of seemingly disparate data (police and non-police) looking for patterns and trends. Departments use the output to plan and deploy proactive patrol operations. Agencies from Richmond, Virginia, to Santa Cruz, California, have had success with such predictive analytics. Incorporating corrections data adds another dimension to the analysis and can further inform the results.

### 4. Spreadsheets and Databases

Apart from systems integration, independent spreadsheets or databases can easily serve as a means to track and query for known offenders. A simple spreadsheet listing offender names, addresses, dates of birth, race, gender, and offense types can be referenced on an as-needed basis. Addresses can be mapped and tied to patrol zones or beats. Officers on the street can be aware of offenders in the area and investigators can view potential suspects living and working near crime incidents.

<sup>7</sup> These IEPDs are available through the IEPD Clearinghouse at <http://www.it.ojp.gov/framesets/iepd-clearinghouse-noClose.htm>.

## 5. Bulletins and Notifications

When offenders return to the community—especially those with a history of violence—beat officers need to know. A simple bulletin listing offenders of interest can be enough to provide officers with the information they need. Information does not always come electronically. While a data file from corrections is increasingly common, many agencies still receive hard copy notifications of release. If the time to put this information into the RMS or to create a separate spreadsheet or database is lacking, the traditional repeat offenders binder in the briefing room can be just as effective.

## SECTION 4: INCORPORATING THE MODEL

Steps to implement the model include the following:

- Defining the types of information possessed and available from corrections institutions that hold the greatest utility for police operations.
- Working with corrections agencies to supply desired information economically and in the most useful formats.
- Ensuring that a broad spectrum of internal users are trained to employ the information productively.

# MAKING PARTNERSHIPS WORK

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Partnership development is one of the three pillars of community-oriented policing. Many, but surely not all, police agencies are well practiced in forming and functioning in partnership arrangements with community organizations, regional law enforcement task forces, social service agencies, reentry councils, wide-spectrum criminal justice groups, non-governmental organization, and advocacy groups, for example.

“Partnership” literature abounds. The COPS Office–funded *Collaboration Toolkit* (2001) remains valuable for the fundamentals and principles it prescribes. IACP’s *Building an Offender Reentry Program: A Guide for Law Enforcement* (2007) can take agencies, step-by-step, through program building. When formal arrangements seem to be in order, the prescriptions are fully adaptable to police-corrections partnerships with any focus or target.

The following material, much of it gleaned from focus group work, augments the body of literature as it stands today.

## SECTION 1: STEPS TOWARD SUCCESSFUL COLLABORATIONS

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A review of successful partnerships suggests that there are a number of ways to start to bring the collective resources of corrections and law enforcement agencies into sync. In some jurisdictions, partnerships begin at the line-officer level—often because officers know each other or reach out to become acquainted in response to a particular problem or concern. In other cases, chiefs and commissioners make a strategic decision to partner and then work with managers in both agencies to initiate new relationships.

In both cases, it is helpful to consider “readiness” criteria:

- Support and buy-in from the chief of probation, parole, and corrections exist.
- Availability of and ability to share good crime data.
- Agency commitment and readiness to take on a new crime control strategy.

Every jurisdiction has distinctive strengths and assets as well as challenges that will characterize partnership potential. Once criteria have been satisfied, the following considerations should be addressed:

### 1. Engage Officers to Identify the Problem to be Addressed

Whether it is firearm crime among young people, driving under the influence, burglary, larceny, or arson, a small number of identifiable persons engage disproportionately in criminal behavior. Most offenders have a prior relationship with the criminal justice process. Identify the problem that is most vexing to your community and focus efforts there.

Convene the best officers across ranks. Ask what they know about the crime issue(s) that are creating problems in the community. What is the nature of the problem? Who are the players? Where are the locations? Compile the information. Prioritize the people, places, and things on which to focus. Crime analysis information and CompStat discussions can substitute for, or augment, officer-identified problems and issues. Officer engagement induces buy-in.

### 2. Identify Who in Corrections Has Information and Tools to Help Design an Effective Intervention

Invite counterparts in community and institutional corrections to compare notes on the prioritized problems. Be sure that corrections colleagues know the nature of the invitation is not about locating blame for poorly

supervised offenders, but rather a chance to talk about how to work together more effectively.

Review the data gathered with counterparts. What do they know about the people, places, and things you are concerned about? Are they interested in getting together to enhance supervision of these offenders? What might they need from the police agency to make partnering worthwhile from their point of view?

Consider inviting partners to CompStat or crime analysis meetings. Investigate ways to link police and corrections databases to facilitate information exchange.

The Branford, Connecticut, Police Department decided to explore how a collaborative relationship with probation and parole might support the problem-based policing strategy the CALEA-accredited department pursues. To find out, the chief organized a meeting in November 2010 of personnel from his department and the state probation and parole agencies. Just the invitation started the wheels turning. Probation officials talked ahead of time about their activities in Branford and how they might work with the police to enhance their effectiveness in monitoring offenders.

The chief had his deputy chief, a captain, a lieutenant, a sergeant, and his go-to detective at the table for the meeting. Also in the room was the parole officer who managed Branford-area parolees for the New Haven County parole division and four officers and managers from the New Haven adult probation agency. Although the police and parole department shared physical space in the same building, they did not have a strategic relationship. Before the meeting, they did not know how working together could potentially deter probationers and parolees from offending again. The chief took the lead by posing the question, "How do we increase the public value of our relationships?"

The partners did not try to answer this major question in a single meeting. They recognized they would eventually want to have additional parties in the room, such as prosecutors and neighboring police departments. As a measured first step, parole and probation volunteered to attend an upcoming Branford Police CompStat meeting. At the meeting, corrections personnel would be introduced to more police personnel and together have a chance to delve deeper into the problems they wanted to address.

### 3. Assign Staff and Manage Accountability

Management of the data and the partnership arrangement can be accomplished with little to no staff augmentation. Responsibilities can fall under preexisting job descriptions in records, crime prevention, crime and intelligence analysis, or community policing units. Volunteers can be a valuable resource for data entry.

A core working group of personnel representing all parties is recommended to carry out the work. The group should include police and corrections personnel closest to the problem being addressed. Communication and trust improve from shared work and face time. The most effective partnerships and teams in law enforcement are built with trust developed over time by individuals sharing life experiences—the good along with the bad.

If police-corrections partnerships and information sharing are to be sustained and institutionalized as part of the organizational culture, personnel should be assigned and held accountable for maintaining the relationship. As officers are promoted and transferred, continuity, through policy or standard procedure to guide collaborative efforts, is needed. Establishing a single point of contact or corrections liaison is a good idea to nurture and foster future development. Campbell County, Kentucky, rotates officers through its reentry program to prevent burnout and give interested officers an opportunity to serve.

#### 4. Don't Let the Chain of Command Get in the Way

Give your officers permission to do something. Give them guidance to do it, and then stay out of their way. Your officers' success will send a powerful message about the utility and the legitimacy of these partnerships.

Allow direct interagency communication to occur at the line level. This is where much information sharing is most important. Whether through meetings, email correspondence, memos, or informal talk on the street, avoid the impulse to create communications protocols, which inhibit the free exchange of information.

#### 5. Memorialize Agreements

Police-corrections partnerships exist for different reasons. Some will need a formal arrangement, whereas others benefit from staying informal.

A memorandum of understanding (MOU) may be desirable to put in writing the guidelines for participation in the partnership and what the partners should expect from one another. Depending on what types of information and resources are shared, MOUs can help formalize that process and help clarify the goals of the partnerships.

However, in some jurisdictions, the partnerships work very well without these memoranda and are based on an informal agreement among the department personnel at senior ranks.

#### 6. Be Open to Continuous Learning, Together

As partners work together and deepen your mutual trust, results should become more effective. Develop a unified training program to allow line officers from all parties to operate by the same guidelines and deepen their knowledge exchange.

New lessons will be learned about how crime and victimization operate in your jurisdiction and how the various criminal justice institutions can best combine their resources to deter such harm. As lessons emerge they should be incorporated into the work.

Consider ongoing cross-training as a way to ensure that people are sharing their learning and that the organizations are able to change in response to new information.

In Topeka, Kansas, violent crime in the city decreased by 1.96 percent in 2010 from 2009, but overall crime rose by about 12 percent, the increase attributable to property crimes, such as thefts of automobiles and copper items, gas drive-offs, and a surge in the number of shoplifting cases reported to the police department. The department is addressing this issue through the Safest Capital City Initiative, which actively engages reentry services as well as correctional facilities staff to design and implement crime prevention and intervention strategies.<sup>8</sup>

### LESSONS FROM THE FIELD—TRAINING

Many of the focus group participants noted that one of the most difficult aspects of sustaining a police-corrections partnership is the distinct lack of adequate training. The participants acknowledged that without training, mission creep, a term referring to the expansion of the roles of participating officers on both sides, could ultimately lead to abuse of the partnership. For example, law enforcement officers could feasibly take advantage of the fact that correction officers do not need to obtain a search warrant to search the premises of an individual under supervision. On the other side, corrections officers may take advantage of the law enforcement personnel that accompany them on house visits and random check-ins, exceeding the limits of their authority, if not trained properly.

The solution offered by some of the focus group participants was to cross-train both at the line-officer and probation-officer level and at the supervisor level as well, so that all parties involved are aware of the boundaries that should not be crossed, the positive aspects of the work the others do, and the benefits of successfully partnering with one another to the community at large.

<sup>8</sup> Visit <http://www.safeststreets.org/downloads/SS-Coalition-Playbook.pdf> to see the 2011 "Playbook."

## SECTION 2: CHALLENGES AND HOW TO OVERCOME THEM

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Partnerships generally start successfully, but over time present challenges that inhibit progress. Sometimes barriers are only habits of an earlier era. In successful partnerships like those in Minneapolis and High Point, participants focused on what they could do rather than what they thought they were prohibited from doing.

### 1. Avoid “Mission Creep”

A common challenge for police-corrections partnerships is avoiding “mission creep.” The chief of the Overland Park, Kansas, Police Department raises a concern that is likely to be in the minds of many chiefs considering these partnerships, “It feels like we’re being asked to take on a second massive problem. Not just *catch* criminal offenders, but *fix* them.” Partnerships are about deterring certain behavior, not managing everyone on conditional release. In fact, a primary partnership goal is to *prevent the next crime*. The work should stay located at the point where the police-corrections goals intersect—detering the behavior of the offenders who commit the crimes that police agencies have prioritized.

In partnering with a single external agency or multiple agencies, there are varying territorial and operational considerations that must be taken into account including mission statements, execution of duties, goals, and defining and measuring successes. For example, as many of the focus group participants commented, law enforcement officers tend to be of the mind-set that the easiest way to protect the community is simply locking up probation violators, which places an added burden on the already-struggling corrections system. Meanwhile, corrections officers prefer working with their probationers in the community, linking them with the necessary support systems and mentoring them in the hopes that they will be able to lead productive and crime-free lives. In essence, when a police-corrections partnership is formed, although the overarching goal of enhancing community safety is the same for both law enforcement and corrections departments, the different agencies have entirely different perspectives regarding how to achieve those goals. In some cases, the result is that the two perspectives conflict with one another, leading to mission distortion, in which probation officers tend to get too law-enforcement-oriented in their thinking and begin to emphasize enforcement priorities at the expense of their service and mentoring duties, or vice versa.

### 2. Other Challenges

Some additional challenges to anticipate and hopefully address before they disrupt a partnership are described in table 3.

Table 3

POTENTIAL CHALLENGES AND SUGGESTIONS FOR OVERCOMING THEM	
The Challenge	What Might Help
<b>Uncertainty.</b> At the beginning of any significant relationship, everything is up in the air.	<ul style="list-style-type: none"> <li>• Focus on what you control and can do, not on what you don't control and cannot do.</li> </ul>
<b>Undesirable outcomes.</b> Despite the best intentions and efforts and the smartest policy and program, something bad is going to happen. Criminal justice manages the most unpredictable force in nature: human behavior.	<ul style="list-style-type: none"> <li>• Stay calm. This, too, shall pass.</li> <li>• Make the first call to your partners.</li> <li>• Be restrained in public comments.</li> <li>• Meet as soon as is feasible to do an after-action briefing that is free of pointing fingers.</li> </ul>
<b>Misunderstandings.</b> It is very common for police, prosecutors, and corrections officers to have very little knowledge of what the others' jobs require of them on any given day. This can lead to a very frustrating partnership when partners don't understand the drivers and decisions that affect the partner agencies' behavior.	<ul style="list-style-type: none"> <li>• Cross-training, even frequent informal meetings, can help surface issues that shape the responses each agency currently has to crime and prevention and lead to better joint problem solving in the future.</li> </ul>
<b>Old work rules.</b> Some language in collective bargaining agreements and departmental procedures and policies are products of the history of narrowly defined missions. You will need to develop work-arounds as you progress.	<ul style="list-style-type: none"> <li>• Task the line personnel to propose work-arounds.</li> <li>• Involve union leaders in the early planning.</li> <li>• Bargain where required.</li> </ul>
<b>Budget cuts.</b> The current fiscal environment has led to the elimination of programs and activities.	<ul style="list-style-type: none"> <li>• Remember that collaborative work can reduce costs.</li> </ul>
<b>Program fatigue.</b> All new programs hit a "wall" at some point, much like a distance runner. Attention can wander.	<ul style="list-style-type: none"> <li>• Continue to integrate new learning to keep your program fresh and relevant.</li> <li>• Bring in new personnel to keep a fresh perspective.</li> </ul>
<b>Courts/judicial buy-in.</b> In some jurisdictions, the courts are seen as overly lenient by police and prosecutors. In some partnerships, this has been a challenge to the focused deterrence strategy in that often the strategy is reliant on ensuring that offenders know that consequences will follow their violating the conditions of supervision.	<ul style="list-style-type: none"> <li>• By law, judges must be careful about "ex parte" communications. But seek out opportunities to inform your local bench about what you are doing. For example, remember that when you collaborate to uphold probation terms you are upholding a judge's order.</li> <li>• Publicize the cases where punishment was swift and certain and responsive to the strategy.</li> <li>• Work with prosecutors who are willing to align with the goals of the partnership.</li> </ul>



## SECTION 3: TRACKING AND SUSTAINING PROGRESS

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As highlighted by the experiences of many of the communities discussed in this guide, establishing police-corrections partnerships can significantly reduce crime, especially among chronic offenders.

As partnerships get underway, it is helpful to document work, strategies, and impact on crimes rates as well as information for sustaining and even growing the partnerships themselves. Here are some strategies from jurisdictions around the country.

### 1. Measure What Matters

Develop and document process measurements (what was done) as well as outcome measurements (what results were achieved).

Examples of process measurements include the following:

- Tracking the activities that were planned and then carried out
- Tracking training hours (and joint, cross-training hours)

Examples of outcome measurements include the following:

- Changes in frequency and seriousness of offending by target individuals
- Changes in the amount of crime and harm in the communities in which these individuals would have offended
- Changes in behavior patterns and understanding on the part of the target individuals
  - They carry weapons less frequently, or carry less-dangerous weapons (e.g., a knife instead of a semi-automatic pistol)
  - They associate with their gangs less frequently
  - They are seen in problem locations less frequently.

### 2. Be Open to Accepting New Partners

Remain open to including new agencies and resources that will enhance ability to alter the behavior of your target individuals.

One of the true paradigm changes in the field in the 1990s was the inclusion of non-law enforcement players in these initiatives. Their contributions opened up new opportunities for reducing crime and harm.

### 3. Be Patient: Change Takes Time

Partnerships take time to mature. Use your leadership position to encourage and facilitate progress, but know that it takes time for police and corrections to change practice and for the targeted offenders to alter behavior. Stay focused and patient during the development period.

### 4. Invest Discretionary Resources in Partnerships

Support personnel in seeking additional resources to make the work more effective. These resources include federal, state, and private philanthropic grants; establishing a tax-exempt foundation to raise funds for the work; additional local, county, or state appropriations to member agencies in jurisdictions where such additional appropriations are currently possible.

## 5. Don't Let Mistakes Derail the Initiative—Learn from Them

Staff members are going to make mistakes. Readily admit and accept mistakes. Take ownership of shortcomings and use them to your advantage. Avoid getting positioned by the news media in high-profile incidents to point fingers at partners.

## 6. Use All Experiences as Learning Opportunities

Differentiate bad decisions from bad outcomes. Bad decisions can accidentally generate good outcomes and great decisions can result in undesirable outcomes. Appreciate the difference and use all of it to teach and to assess the usefulness of tactics and to assess the performance of personnel.

### TOPEKA'S SAFEST CAPITAL CITY CAMPAIGN

The Safe Streets Coalition's primary goal is to make Topeka and Shawnee County the Safest Capital Community in America (population 100,000 or more). The Safe Streets Coalition that started 12 years ago as a single man's desire to reduce crime in the community has evolved into an active coalition of 145 members.

Coalition members consist of business leaders, public officials, religious leaders, law enforcement officials, community agency representatives, and private citizens from across all walks of the community gathering with one goal in mind: to make Topeka, Shawnee County a safe place to raise a family, to work, to play, to live.

As a part of this safe streets initiative the Shawnee County Commissioners in cooperation with the Topeka City Council adopted a joint resolution in support of making Topeka the Safest Capital in America (population of 100,000 or more). This is just one example of the many efforts under way by the Safe Streets Coalition.

The 145-member coalition consists of 10 committees, "teams" that strategize solutions to tackle substance abuse and crime. In other words, every Topeka community member and Shawnee County resident can find a niche. With 30 other capital cities with a population of 100,000 or more, the Safe Streets Team knows the competition is on. Residents can take part in the Lock It, Remove It or Lose It campaign or mark your belongings as part of the Record It, Report It, Recover It initiative. For more information on these coalition efforts and more, go to <http://safeststreets.org>.

# PROBATION AND PAROLE: A PRIMER

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Many police officers lack a working knowledge of the place, nature, and purposes of the parole and probation function. Police agency personnel who do or might collaborate frequently with corrections professionals should possess at least a rudimentary knowledge of the goal structure of probation and parole systems and what they offer police in the common pursuit of public safety. This primer is designed to fill this knowledge gap.

## SECTION 1: INTRODUCTION

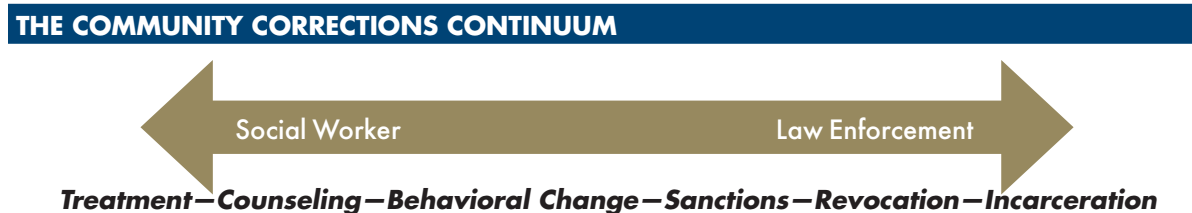
At the end of 2009, there were 4.2 million adults on probation supervision and over 800,000 adults on parole in our communities. That comes to about one in every 45 adults under a form of community supervision. In comparison, there were fewer than two million in our jails and prisons at year-end 2009.<sup>9</sup>

Probation is a penalty ordered by the court that permits the offender to remain in the community under some level of supervision. Unsupervised probation is the least restrictive and does not require direct supervision by a probation officer. Conditions of unsupervised probation typically involve participation in counseling or treatment programs, completion of community service, and payment of fines. Supervised probation requires predetermined reporting and ongoing proof of meeting other requirements. More intense supervision may involve home and workplace visits and/or the use of electronic monitoring. Several thousand probationers will be assessed as low-risk to reoffend and receive less-restrictive supervision (administrative supervision), but many will be directly supervised by a probation officer or parole agent, often for a number of years.

Parole or supervised release—also called aftercare, reintegration, or reentry—is a period of supervision following secure confinement, usually in a state or federal prison. Parole and supervised release may require offenders to take part in programs administered or monitored by correctional agencies. Generally, release conditions are set by a parole board or releasing authorities. Release may be revoked if conditions are violated.

There is an important distinction between officers who supervise adults and those who work with juveniles. The terminology used for juveniles is different in that juveniles are most often identified as delinquents, rather than offenders. Instead of being convicted of a crime, juveniles are adjudicated. If held, juveniles are typically sent to detention facilities instead of jails or prisons. Mentorship plays a far more important part in supervising juveniles because the ability to develop pro-social attitudes and behaviors is somewhat easier for juveniles than for adults. Typically, the term “aftercare,” as opposed to parole, is used to refer to the supervision of juveniles who have spent time in a correctional facility and are then released to live in the community. In 2005, an estimated 556,500 juvenile delinquency cases were diverted to probation.<sup>10</sup>

**Figure 4**



Probation and parole officers must perform a dual role (see figure 4), being a social worker and a law enforcement officer as they advise offenders, encourage behavior change, and take steps to ensure both short-term and long-term public safety.

<sup>9</sup> U.S. Department of Justice, Bureau of Justice Statistics, *Probation and Parole in the United States, 2009*, by Lauren Glaze and Thomas Bonczar (Washington, D.C.: U.S. Government Printing Office, 2010).

<sup>10</sup> U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, “Probation as a Court Disposition,” *OJJDP Statistical Briefing Book* (September 12, 2008), <http://ojjdp.ncjrs.gov/ojstatbb/probation/qa07102.asp?qaDate=2005>.

## SECTION 2: WHO ARE PROBATION AND PAROLE OFFICERS?

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The U.S. community corrections system is made up of different systems that operate in similar ways. It is estimated that there are 60,000 probation officers and 11,000 parole officers in the United States.<sup>11</sup> Caseloads for both tend to be high, with probation caseloads averaging 139.<sup>12</sup> Parole releasing boards or authorities are typically composed of individuals appointed by the state's governor to review inmates being considered for release from prison. Some states have abolished discretionary parole, but may still supervise those who served time in prison and have been released. Parole supervision responsibility tends to fall under the state's department of corrections. Some states' probation systems are directed by a department of corrections where officers may supervise both probationers and parolees. Other states' probation systems operate under the judicial branch of government, either at the county level or the state level, where probation officers are considered officers of the court. Juvenile probation and aftercare officers are generally employed by an executive level department of juvenile justice directed by a commissioner appointed by the state's governor; some officers are employed by the judiciary.

Differing from police officers who generally appear in marked vehicles and wear uniforms, probation and parole officers are not always readily identifiable. Many probation and parole officers are issued identification badges and nearly all carry identification similar to a driver's license indicating their title and agency name.

In many jurisdictions, adult probation officers are armed, and many states require Peace Officer Standards and Training (POST) certification. Far fewer juvenile officers are armed. Peace officer status and arrest powers are common for probation and parole officers<sup>13</sup> though not all jurisdictions give this status. Should an offender on supervision be deemed a risk to public safety, a probation or parole officer may arrest the offender or request a court (probation) or releasing authority (parole) to order an arrest, depending on the jurisdiction. In certain cases, a probation or parole officer may recommend revoking an offender's community supervision, a step that can lead to jail time or a return to prison. In most states, probation and parole officers have the right to conduct warrantless searches of offenders on supervision, including limited searches of their homes, vehicles, and computers. Some field officers must also make workplace contacts with those they supervise. Training in safety and investigative techniques is necessary for officers entering offenders' homes, vehicles, or places of employment. At least 30 community corrections officers were killed in the line of duty from 1923 to 1999. The U.S. Department of Justice compiles the number of law enforcement officers assaulted or killed on duty, but there is currently no national agency that collects, compiles, and reports such incidents for state-level probation and parole officers,<sup>14</sup> making incidents difficult to quantify on a national scale.

While some probation and parole officers spend most of their time making home and workplace contacts with offenders, others may have specific duties such as pre-sentence investigation reports (detailed reports containing information such as prior offenses, social history, and education) or researching interstate compact requests, which are requests to transfer supervision from one state to another, typically because of family support or employment that requires verification by both the sending state and the receiving state before a transfer is approved. Agencies with specialized units tend to be larger. Smaller agencies may give officers a variety of duties, from writing pre-sentence reports through supervising offenders. In some agencies, officers supervise offenders before trial, sometimes using electronic supervision and home arrest. Electronic supervision may also be used for probationers and parolees.

<sup>11</sup> Camille Camp and George Camp, *The Corrections Yearbook 2000* (Middletown, Conn.: Criminal Justice Institute, 1999), and *The Corrections Yearbook 2001: Adult Systems* (Criminal Justice Institute, 2001).

<sup>12</sup> U.S. Department of Justice, National Institute of Justice, *Stress among Probation and Parole Officers and What Can Be Done about It*, by Peter Finn and Sarah Kuck, Research for Practice (Washington, D.C.: U.S. Government Printing Office, 2005).

<sup>13</sup> American Probation and Parole Association, (2006), *Adult and Juvenile Probation and Parole National Firearm Survey* (October 2006), [http://www.appa-net.org/eweb/Resources/Surveys/National\\_Firearms/docs/NFS\\_2006.pdf](http://www.appa-net.org/eweb/Resources/Surveys/National_Firearms/docs/NFS_2006.pdf).

<sup>14</sup> Robert Thornton, "Spotlight on Safety," *Perspectives* 28, (Spring 2004): 16.

Another important task is the evaluation of offenders using assessment tools to gauge their risk and needs. Gauging whether someone is at high, medium, or low risk of reoffending, combined with information regarding his or her needs, such as substance abuse counseling or job training, gives an officer a starting point for developing a case plan. High risk and greater needs require more time, while offenders at low risk with few needs are more successful with little to no supervision. In fact, research indicates that paying too much attention to low-risk offenders actually increases their likelihood of reoffending.<sup>15</sup>

## SECTION 3: SPECIALIZATION

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During the past two decades, community corrections agencies have come to recognize the need for specialized caseloads based on various factors such as the type of crime the offender committed and the offender's gender, risk level, and mental health status, among other factors. A probation or parole officer who supervises a specific type of offender or case can become an expert in helping offenders and understanding the reasons behind an offender's behavior. In addition, training can be targeted to help an officer with a specialized caseload develop better skills to respond to their clients' risk and needs. Some examples of specialized caseloads include the following:

- Sex offenders
- Offenders with mental illness
- Domestic violence offenders
- Former gang member offenders

While some officers supervise specialized cases exclusively, it is more common for an officer to have a mix of offenders to supervise: high, medium, and low risk; those with alcohol or substance abuse problems; and any number of other factors that put an offender in a specialized category.

Along with specialized caseloads are supervision tools such as Global Positioning System (GPS) monitoring, drug testing, alcohol monitoring with ignition interlock devices, computer monitoring software, and other electronic monitoring devices. Knowledge of how these devices operate demonstrates the expertise exhibited by many probation and parole officers.

<sup>15</sup> U.S. Department of Justice, National Institute of Corrections, "Understanding the Risk Principle: How and Why Correctional Interventions Can Harm Low-Risk Offenders," by Christopher. T. Lowenkamp and Edward J. Latessa (Washington, D.C.: U.S. Government Printing Office, 2004),

## SECTION 4: SOCIAL ASPECTS OF PROBATION AND PAROLE

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At the other end of the continuum from law enforcement is the social work aspect of community corrections. Motivating behavior change is one of the primary functions of a probation or parole officer. Many officers have advanced training in motivational interviewing, cognitive behavioral change, and counseling, and they use their skills to encourage offenders to change behaviors that can lead to committing more crimes. Officers must work closely with community groups that can help offenders find work, a place to live, and the other services they need, goals that may be challenging to someone with a criminal record.

Probation and parole officers may also work closely with crime victims using the principles of restorative justice. “Restorative justice is a theory of justice that emphasizes repairing the harm caused by criminal behavior. It is best accomplished when the parties themselves meet cooperatively to decide how to do this. This can lead to transformation of people, relationships, and communities.”<sup>16</sup> Typically, restorative justice is composed of the following programs:<sup>17</sup>

- Victim-offender mediation
- Conferencing
- Circles
- Victim assistance
- Ex-offender assistance
- Restitution and community service

## SECTION 5: A FORCE FOR POSITIVE CHANGE

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Community supervision officers, including—but not limited to—probation and parole officers, play an important part in the nation’s criminal and juvenile justice system. When offenders are supervised in the community, they are able to care for their families, be gainfully employed, pay taxes, and become better citizens. Community supervision officers are a force for positive change in offenders’ lives and can be a strong support for law enforcement agencies.

Community corrections are at the core of the justice system and maintain safety in our communities. Probation and parole officers intervene to prevent the recurrence of crime among juvenile and adult defendants and offenders by supervising them and getting people the help they need in order to change their problem behaviors. The community corrections field is a vital part of the U.S. justice system and provides a cost-effective strategy for long-term public safety. Probation and parole are dramatically underfunded at a time when the nation desperately needs the capabilities and resources to bring more effective and modern approaches to quelling crime.

<sup>16</sup> Prison Fellowship International, Center for Justice and Reconciliation, *Restorative Justice Briefing Paper* (Washington, D.C.: November 2008).

<sup>17</sup> Prison Fellowship International, Center for Justice and Reconciliation, Lecture Hall: Introduction to Restorative Justice (n.d.),

<http://www.restorativejustice.org/university-classroom/01introduction>.

# APPENDIX

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## SURVEY RESULTS

**Does your department routinely receive or have ready access (e.g., electronic designated point of contact) to information from correctional institutions (state prisons)?**

ANSWER OPTIONS	COUNT	PERCENT
Yes	74	82.2%
No	16	17.8%
Don't know	0	0.0%

**What types of inmate-specific information are received or available from correctional institutions? (Select all that apply)**

ANSWER OPTIONS	COUNT	PERCENT
Photographs/video images	50	96.1%
Criminal history	45	86.5%
Gang affiliations	43	82.6%
Release information – date	42	80.7%
Personal history	41	78.8%
Visitors	33	63.5%
Recorded conversations (telephone and visitors)	32	61.5%
Criminal activity (in detention)	30	57.7%
Emergency contacts	29	55.7%
Family members/associates	29	55.7%
Rules violation/discipline	22	42.3%
Commissary activity (who paid/how much)	17	32.7%
Don't know	4	7.7%
Other (please specify)	1	1.9%

52 answered the question

**What types of general information/intelligence are received or available from correctional institutions? (Select all that apply)**

ANSWER OPTIONS	COUNT	PERCENT
Inmate release by specific criteria (dates, conviction)	43	82.6%
Gang activity	41	78.8%
Criminal activity	37	71.1%
Officer safety issues	37	71.1%
Informant	9	17.3%
Don't know	5	9.6%
Other (please specify)	0	0.0%

52 answered the question

**How is this information provided? (Select all that apply)**

ANSWER OPTIONS	COUNT	PERCENT
Shared database	35	67.3%
E-mail	32	61.5%
Telephone	25	48.1%
In person	23	44.2%
Written copy	18	34.6%
Regular data transfers	11	21.2%

52 answered the question

**How does your agency use inmate-specific information and/or intelligence provided by correctional institutions? (Select all that apply)**

ANSWER OPTIONS	COUNT	PERCENT
Conduct/enhance criminal investigations	44	84.6%
Locate/arrest criminal suspects	41	78.8%
Officer safety bulletins	40	76.9%
Inmate release bulletins	30	57.7%
Crime/offender mapping applications	14	26.9%
Development of crime reduction initiatives	14	26.9%
Respond to citizen inquiries/community meetings	11	21.2%
Nuisance abatement projects (through community)	6	11.5%
Don't know	1	1.9%
Other (please specify)	0	0.0%

52 answered the question

**Does your department routinely receive or have ready access (e.g., electronic, designated point of contact) to information from your local probation/parole agency?**

ANSWER OPTIONS	COUNT	PERCENT
Yes	48	71.6%
No	18	26.9%
Don't know	1	1.5%

67 answered the question

**What types of offender-specific information are received or available? (Select all that apply)**

ANSWER OPTIONS	COUNT	PERCENT
Criminal history	39	86.7%
Conditions of parole/probation	38	84.4%
Personal history	31	68.9%
Employers	29	64.4%
Family members	24	53.3%
Other (please specify)	0	0.0%

45 answered the question

**What types of general information/intelligence are received or available from probation/parole? (Select all that apply)**

ANSWER OPTIONS	COUNT	PERCENT
Criminal activity	38	84.4%
Gang activity	37	82.2%
Officer safety	37	82.2%
Geographic/regional lists of offenders	25	55.6%
Other (please specify)	0	0.0%

45 answered the question

**How is this information provided? (Select all that apply)**

ANSWER OPTIONS	COUNT	PERCENT
E-mail	28	62.2%
Telephone	27	60.0%
In person	25	55.6%
Written copy	19	42.2%
Shared database	18	40.0%
Regular data transfers	9	20.0%

45 answered the question

**How does your agency use inmate-specific and/or information/intelligence provided by correctional institutions? (Select all that apply)**

ANSWER OPTIONS	COUNT	PERCENT
Conduct/enhance criminal investigations	39	92.9%
Locate/arrest criminal suspects	38	90.5%
Officer safety bulletins	34	81.0%
Inmate release bulletins	25	59.5%
Crime/offender mapping applications	19	45.2%
Development of crime reduction initiatives	13	31.0%
Respond to citizen inquiries/community meetings	12	28.6%
Nuisance abatement projects (through community)	7	16.7%
Other (please specify)	1	2.4%
Don't know	0	0.0%

42 answered the question

**Does (has) your department conduct (conducted) joint field operations with probation/parole agencies and officers?**

ANSWER OPTIONS	COUNT	PERCENT
Yes	47	73.4%
No	17	26.6%
Don't know	0	0.0%

64 answered the question

**What types of activities have been included in joint prevention or enforcement operations conducted with probation/parole agencies and officers? (Select all that apply)**

ANSWER OPTIONS	COUNT	PERCENT
Monitoring high-risk offenders on parole or probation	33	71.7%
Criminal investigations	32	69.6%
Specialized enforcement operations (stings, round-ups)	32	69.6%
Sex offender monitoring operations	31	67.4%
Task force operations (crime/offender specific)	29	63.0%
Monitoring lower-risk offenders on parole or probation	14	30.4%
Violent crime reductions operations	12	26.1%
Crime enforcement/reduction initiatives	8	17.4%
Domestic violence programs	8	17.4%
Other (please specify)	0	0.0%

46 answered the question

**Does (has) your agency partner (partnered) with probation/parole agencies in non-operational field settings?**

ANSWER OPTIONS	COUNT	PERCENT
No	33	52.4%
Yes	26	41.3%
Don't know	4	6.3%

63 answered the question

**What types of non-operational joint activities has your agency partnered with probation/parole agencies and officers? (Select all that apply)**

ANSWER OPTIONS	COUNT	PERCENT
Training	16	64.0%
Crime meetings	14	56.0%
Development of crime enforcement strategies or projects	14	56.0%
Community meetings	8	32.0%
Other (please specify)	2	8.0%

25 answered the question

**Regarding your department's police-corrections partnership(s) overall, which statement is most true?**

ANSWER OPTIONS	COUNT	PERCENT
Partnerships are characterized by general and mutually understood objectives and outcomes	38	64.4%
Outcomes and objectives are normally vague	12	20.3%
Don't know	5	8.5%
Partnerships are characterized by clearly defined, measurable objectives	4	6.8%

59 answered the question

**Rank, in order of importance, the objective(s) of your department's police-corrections partnership(s).**

ANSWER OPTIONS	RATING AVERAGE
Satisfy stakeholder concerns, especially community	3.37
Use resources more productively	2.92
Prevent/reduce crime	1.81
Safeguard officer safety	1.71
Other (please specify)	

**Has any formal evaluation been conducted on the project, either quantifiable or anecdotal?**

ANSWER OPTIONS	COUNT	PERCENT
No	50	83.3%
Don't know	7	11.7%
Yes	3	5.0%

60 answered the question

**Based on any form of evaluation and/or experience, how would you rate your partnership(s)?**

ANSWER OPTIONS	COUNT	PERCENT
Effective	22	36.7%
Somewhat effective	19	31.7%
Neither effective nor ineffective	7	11.7%
Don't know	5	8.3%
Ineffective	4	6.7%
Highly effective	3	5.0%

60 answered the question

**Assuming you believe in the value and potential benefits of police-corrections partnerships, what kinds of information, tools, and research would be of greatest value?**

ANSWER OPTIONS	COUNT	PERCENT
Programs and practices information	40	67.8%
Evidence-based evaluations	37	62.7%
Implementation models	32	54.2%
Case studies	17	28.8%
Other (please specify)	1	1.7%

59 answered the question

## SAMPLE MOU

**THIS LETTER OF AGREEMENT** made this day of January 15, 2011, by and between the Boise Police Department (hereinafter referred to as BPD) and the Idaho Department of Corrections, District 4 Probation and Parole (hereinafter referred to as P&P), is entered into for the purpose of establishing a close working partnership to reduce crime and enhance public safety within the city limits of the City of Boise.

### RECITALS

**WHEREAS**, the Idaho State Legislature has authorized state agencies to provide mutual aid to cities under I.e. §67-2339, and;

**WHEREAS**, the Boise Police Department and the Idaho Department of Corrections wish to enter into this agreement as a mutual aid partnership to reduce crime and enhance public safety.

**NOW THEREFORE**, in consideration of the recitals set forth above and the conditions of this agreement, the Boise Police Department and the Idaho Department of Corrections, District 4 Probation and Parole agree as follows:

1. P&P will allow up to four P&P officers to work directly with BPD Patrol Division. **The primary function of these officers is to facilitate information sharing between P&P and BPD Officers, to assist BPD in situations involving persons who are currently on probation or parole, and to obtain assistance from BPD involving persons who are currently on probation and parole.** P&P officers will be allowed to carry their department issued firearms while working with BPD in conjunction with this agreement.
2. BPD will issue the assigned P&P officers a BPD identification card with gate/building access for City Hall West. P&P officers will be required to have this identification card on their person when inside secured areas of City Hall West. In the event of a lost or stolen identification card, the assigned P&P officer shall immediately report the loss to the liaison BPD officer. P&P shall responsible for the replacement cost.
3. Assigned P&P officers will be permitted to park their personally owned vehicles and or department vehicles in the back (secure lot) of City Hall West as well as front lot parking reserved for authorized vehicles. They shall not park in assigned parking areas.
4. P&P officers shall provide and carry P&P department handheld radios (walkie) while working with BPD. BPD shall allow and facilitate the programming of these radios to include the main primary channels used by BPD. P&P officers shall immediately report the loss of any radio that has been programmed with these channels to the BPD liaison officer.
5. BPD shall provide a clearly marked cubical space within City Hall West for the assigned P&P officers to conduct work This space will be equipped with a BPD provided landline telephone and computer.
6. Assigned P&P officers remain employees of the Idaho Department of Corrections and as such shall adhere to the policies and procedures of their employing agency. The Idaho Department of Corrections shall be responsible for, and assume any liability arising from, the acts of its officers participating in this agreement.
7. The BPD liaison officer is Lt. \_\_\_\_\_. All questions and concerns about this agreement should be directed to him.
8. This agreement shall remain in effect until written termination notice is otherwise provided by one party to the other.

**This Letter of Agreement shall be effective upon the execution of each party affixing an authorized signature and date to this original document.**

**IN WITNESS WHEREOF**, the respective parties hereby give their consent and do execute this Memorandum of Understanding by and through their authorized representative.





THE INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE

