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CRITICAL REPORT

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INVESTIGATION OF THE INTENSIVE SUPERVISION PROGRAM WITH SPECIFIC ATTENTION TO THE PAROLE MANAGEMENT OF PATRICK BERT RILEY

TO:

HAROLD A. FARRIER, DIRECTOR IOWA DEPARIMENT OF CORRECTIONS

and

JEANETTE BUCKLEW, DEPUTY DIRECTOR COMMUNITY SERVICES DIVISION IOWA DEPARIMENT OF CORRECTIONS

and

JAMES HANCOCK, DIRECTOR FIFTH JUDICIAL DISTRICT DEPARTMENT OF CORRECTIONAL SERVICES NCJRS

and

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KENT ELLITHORPE, SUPERVISOR PAROLE SERVICES DIVISION FIFTH JUDICIAL DISTRICT ACQUISTIONS DEPARIMENT OF CORRECTIONAL SERVICES

and

WILL MCCLENDON, PAROLE OFFICER INTENSIVE SUPERVISION PROGRAM FIFTH JUDICIAL DISTRICT DEPARIMENT OF CORRECTIONAL SERVICES

WILLIAM P. ANGRICK II CITIZENS' AIDE/OMBUDSMAN

RE:

FROM:

87-173

DATE OF ISSUANCE: AUGUST 3, 1987

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OVERVIEW

The Ombudsman is confident that a well administered Intensive Parole Supervision program can successfully reintegrate high-risk offenders into mainstream society.

This investigation reveals irrefutable evidence, however, that Iowa's Intensive Parole Supervision program has failed to meet its own written administrative standards. That failure led to the shooting deaths of parolee Patrick B. Riley and a female hostage he'd taken during a bungled burglary in Des Moines on May 20, 1987.

Riley's parole officer repeatedly failed to intensively supervise this high-risk offender which had a negative impact on the parolee, contributing to a gradual, behavioral decline. Further, the parole officer's superiors failed to mandate compliance with program standards even though they were aware program/minimum standards were not being met.

The Ombudsman contends that the poor administration of this pilot program places high-risk offenders free on our streets with dangerously inadequate supervision.

PROGRAM DESCRIPTION

The Intensive Supervision Program (ISP) was developed in Iowa to meet the major objective of reducing prison crowding without increasing risk to the community. This objective was in response to the consideration for accelerated release to the community of high risk offenders.¹

Intensive Supervision Program Parole, a pilot program, is significantly different from standard parole. The Intensive Supervision Program has three phases of supervision, with Phase I being the most stringent. Standard parole has four levels of supervision, from intensive, which is much less rigorous than the Intensive Supervision Program, to administrative, which is essentially a paper supervision.

It is patterned after the New Jersey Intensive Supervision Program, except with a much different client target. The Iowa corrections system has residential and work release programs to supervise the type of offender placed in the New Jersey program. During the planning and development stages there was some disagreement between the Judicial District Departments of Correctional Services (DCS) and Iowa Department of Corrections (DOC) staff responsible for the program's development about who would be placed in the Iowa Intensive Supervision Program, but the final decision by the DOC was to utilize the program for those offenders most in need of the close supervision and support contemplated in the program.

After the initial placement of the program in the Fifth and Sixth Judicial District Departments of Correctional Services in Des Moines and Cedar Rapids, federal funds were sought through the Justice Assistance Act. Funding of that application resulted in the expansion of the program to the First and Eighth Judicial District Departments of Correctional Services and the addition of staff in Des Moines and Cedar Rapids.

¹Intensive Supervision Program (Department of Corrections document, undated, unpaginated) attached as Appendix I, at Preface

Several parts of the original Intensive Supervision Program Description grant application submitted to the Criminal and Juvenile Justice Planning Agency on May 31, 1985 were significantly modified when the program was eventually implemented (Appendix II).

The original program description does not identify basic parole officer training as a need. The program budget originally provided a \$5,000 monetary incentive to induce experienced parole officers to apply for ISP positions. In fact, the original program description states that funding will be used to hire replacement officers so that "veteran officers already employed and deemed adequately experienced and have demonstrated superior qualities as parole officers, can be recruited into the intensive supervision program."

The training component provided for specific training in the following, although this list was not meant to be inclusive of all the training needs:

- 1. Crisis Intervention Techniques
- 2. Case Management Classification
- 3. Self-Defense
- 4. Conflict Resolution Strategies
- 5. Substance Abuse Identification, Detection and
 - Treatment

The team approach to case management of the offenders in the program was an integral part of the initial proposal. It has also been significantly modified in the implementation of the program.

The program description attached to the Pre-Application form also identifies stringent minimum standards to be adhered to in order to achieve the purposes of intensive supervision. In this document it was emphasized those standards were minimum in nature and that the officer could increase the standards in individual cases. Although not identified as "collateral contacts," it is reasonable to infer that the Pre-Application document statement about contacts with people who are an integral part of the offender's treatment plan would provide the officer with meaningful information covering a wide range of activities not gained from direct contact with the offender. It would be reasonable to accept this as a working definition for the term. This definition has also been corrupted in the implementation of the program.

The Intensive Supervision Program received \$105,620 in Justice Assistance Funds from October 1, 1985 through November 30, 1986 and \$122,911 from December 1, 1986 through December 1, 1987. State and local funds are used to match with the federal dollars.

The program's first goal is "To enhance community safety by actively monitoring and enforcing stringent conditions of supervised release."² It was "... designed to improve the supervision of high-risk offenders."³ Placement in the program was limited to offenders with high-risk or needs scores and any one or more of the following list:

- 1. Violent offense
- 2. History of recidivism (repeated incarcerations)
- 3. Chronic substance abuse
- 4. Documented history of mental illness
- 5. Placement in intensive risk/needs category may be by override

Minimum standards are set for participants in the program including initial contact with the offender's family within the first ten days of supervision, and a minimum of three face-to-face, one telephone and two collateral contacts spanning day, night and weekend hours each week. Collateral contacts shall be with individuals who have immediate first-hand knowledge of the offender that will benefit in both surveillance and rehabilitation of the offender. Face-to-face collateral contacts should be made regularly.⁴

Home visits shall be done within one week of a change of residence, and at least one of the weekly face-to-face contacts shall take place in the offender's home, of which at least one a month shall be unannounced.⁵

The above standards are for Phase I and are relaxed as the offender advances through the program. The number of contacts are reduced, but the quality and place of the contacts remain the same.⁶

²Id at Goals ³Id at Eligibility Criteria ⁵Id at Supervision ⁶Id at Supervision ⁶Id at Supervision

The offender's employment shall be verified by paycheck stubs and monthly contact with the employer. Unemployed offenders shall seek employment daily. The unemployed offender shall provide the supervising officer a daily list of potential employers contacted. Offenders involved in or with a history of substance abuse shall submit a weekly urinalysis sample while in Phase I, and at the discretion of the supervising officer during Phases II and III.⁷

⁷Id at Program Components

PROGRAM ADMINISTRATION

The eight Judicial District Departments of Correctional Services (DCS) were created in 1977 by the Iowa General Assembly to provide a community based correctional program to meet the needs of each judicial district. Each DCS is governed by a board of directors composed of one county supervisor from each county in the judicial district, one member from each project advisory committee or two citizen members and an equal number appointed by the judges of the judicial district. The boards of directors set policy and provide supervision for the executive director within the guidelines of the Iowa Department of Corrections. The DCS are required to provide pretrial release, presentence investigations, probation services, residential treatment centers, and since 1983, parole services and work release services.⁸

The Judicial District Departments of Correctional Services receive almost all of their funds from the DOC. Each DCS also has local and client funding, as well as different amounts of funds from other sources, including federal grants. The Deputy Director for Community Services (Deputy) in the DOC provides oversight to each DCS director, and is responsible for determining the level of funding and accrediting each DCS. The Deputy reports directly to the Director of DOC, who is responsible for all correctional services in Iowa, including the eight DCS and the Intensive Supervision Program.

The current Deputy was the DOC Planning Bureau Chief at the time the Intensive Supervision Program grant application and program description were prepared, and was instrumental in shaping the ultimate purpose of the program. The Deputy determined which DCS and city the program was placed in and the focus and extent of the evaluation instrument and reporting methods for the program after assuming the Deputy position (See Appendices III and IV).

⁸1987 Iowa Code Chapter 905

INTENSIVE SUPERVISION PAROLE MANAGEMENT OF PATRICK BERT RILEY

In January, 1978, Patrick Bert Riley received a 35-year sentence upon conviction for Robbery with Aggravation, Breaking and Entering, and Failure to Appear. Riley had discharged a previous sentence in November, 1976 before committing these offenses in 1977. After serving approximately eight years of his sentence, he was approved for work release in January, 1986. He served seven months at the Des Moines Work Release Center during which time he was employed full-time and had saved a significant amount of money. He was granted a parole in August, 1986.

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Riley's placement in the Intensive Supervision Program appears appropriate because he met the criteria, and his correctional risk assessment found him to be a Poor Safety Risk and a Poor Violence Risk for release from prison. Riley was assigned to Intensive Supervision Program (ISP) Parole Officer Will McClendon. Riley signed the parole contract agreement on September 6, 1986 although the date shown on the parole agreement is August 6, 1986. There is no explanation for the discrepancy in these dates. He was instructed to contact McClendon in person two days per week and call him two days per week.

Riley decided to attend college as a full-time student and quit his full-time job while at the Des Moines Work Release Center, although the Board of Parole never approved this significant change in his circumstances after they had granted him the parole. He was unemployed during all of the time he was supposed to have been enrolled in school. After release on parole Riley resided with a girlfriend whom he met while on work release.

At approximately 11 p.m., September 12, 1986, Riley was arrested and charged with Operating a Motor Vehicle While Under The Influence (OWI) first offense. Having posted a \$575 cash bond to secure his release from the county jail, he applied for and was accepted into the Polk County Attorney's Deferred Prosecution Program. OWI offenders waive their right to a speedy trial to participate in the deferred program, and are allowed one year to complete its requirements. If they do so successfully, the OWI charge is dismissed with no criminal prosecution.

Riley complied with the requirements in that he received an alcohol evaluation and attended out-patient treatment, as recommended in the evaluation. In addition, he was required to complete 40 hours of community volunteer service and make restitution. The record does not state whether he met those requirements.

ISP Parole Officer McClendon submitted a Report of Violations to the Iowa Board of Parole after Riley's arrest for OWI. He recommended that Riley be allowed to continue alcohol treatment. He did not recommend parole revocation because he believed Riley had successfully completed work release. The Parole Board took no action and made no response to this report.

On December 11, 1986, Riley's supervision was reduced to Phase II on the recommendation of McClendon. No weekend curfew time was mandated.

In January, 1987, Riley ceased living with his girlfriend and moved to a relative's home because of domestic difficulty with the girlfriend. Riley also withdrew from college by failing to complete registration for the Spring semester. He was generally unemployed from September, 1986 to May, 1987. He held several spot labor jobs and employment with an Urbandale business in April, 1987 for approximately one week, although no one could verify the actual length of time he was employed there. He then went to work for a Des Moines construction company at a higher wage, but was dismissed after four days. For less than a week in April, 1987 Riley worked part-time at a local telephone solicitation service. Parole file records indicate he quit this job after a couple of days work. Riley's employment was sporadic throughout his parole.

On May 20, 1987 Riley attempted to burglarize an apartment building on the southside of Des Moines. The situation escalated to a police intervention/ hostage crisis. In an exchange of gunfire Riley and his female hostage were fatally wounded.

ANALYSIS AND CONCLUSIONS

Concerning the

Intensive Supervision Program Parole Management

of

Patrick Bert Riley

Among the major components of the Intensive Supervision Program (ISP) is the reduced caseload of its supervision officers. The intended maximum number of offenders per officer in the program is 25, thereby allowing them the time to meet the required number of contacts with the offenders under their super-vision and ensuring that they can observe the offender's progress in the program. Caseloads for standard parole officers average between 75 and 100 offenders.

The Ombudsman's review of pertinent documentation on the parole management of Riley revealed that the parole officer provided substandard supervision. The parole officer failed to maintain the DOC required minimum contact standards, both in number and type. Documentation indicated that when Riley was in Phase I of the program, the officer's face-to-face and collateral contacts were far below the standard. Curfew check and home visit requirements were not met. During Phase II, the officer was consistently below minimum standards in maintaining collateral contacts.

It should be noted that Riley's OWI arrest resulted from an auto accident on a Friday night at approximately 11 p.m. Riley was in Phase I at this time and his curfew was 10 p.m.

ISP Parole Officer McClendon's failure to meet required minimum standards of the program, his failure to maintain adequate contact and his lax verification of specific aspects of Riley's progress contributed to Riley's subsequent failure in the program. For example, McClendon did not verify the financial aid Riley received from the college he attended. He had no knowledge concerning which grants or loans or amounts he had applied for and received or the classes in which he had enrolled. McClendon did have documentation from the college acknowledging Riley was enrolled full-time. However, from the beginning of the Fall 1986 semester to its completion in

December, 1986 McClendon did not make any attempt to check on Riley's academic progress. In fact, McClendon was unaware whether Riley had completed the Fall semester or dropped out before its completion.

The Ombudsman's review of Riley's academic record revealed he had taken four classes, two in which he received passing grades and two in which he received the equivalent of a failing grade. It was also revealed that Riley received grants and loans for only 73 percent of his anticipated expenses, leaving him with \$1,231 to provide from other sources each semester. Key personnel of the college told the Ombudsman they had never talked with Riley's parole officer.

McClendon was uncertain where Riley obtained the funds for bail when arrested for OWI. The officer's files lacked documentation of Riley's status with the court with regard to the OWI charge. The Ombudsman learned the officer had one contact with the Deferred Prosecution Program Coordinator, a phone call from the coordinator to the officer concurring on Riley's withdrawal from substance abuse counseling, a Deferred Prosecution Program requirement. The officer made no contacts with the coordinator once Riley had entered this program. Further, his file reflects no documentation of Riley having signed a program contract. One of the requirements of the Deferred Prosecution Program is out-patient treatment. Riley minimally participated in substance abuse counseling with a third party provider to meet this requirement. The parole officer's documentation of his participation and progress in the counseling is sparse.

Riley's driver's license was revoked for 180 days as a result of the OWI charge. McClendon's file did not show documentation from the issuing authority of the revocation, nor did he have a copy of Riley's automobile registration and proof of automobile insurance either before the OWI charge or after Riley's revocation expired and he had his license reissued. The Ombudsman reviewed Riley's driving record with the Iowa Department of Transportation and discovered an August, 1986 accident which is not documented in Riley's Work Release or Intensive Supervision Program files. In sworn testimony and by file notation, McClendon stated he made curfew checks and home visits at specific dates and times. The Ombudsman could not

find corroborative witnesses who could substantiate that the contacts were made.

In sworn testimony, Riley's former girlfriend and family members have refuted the officer's assertion that he made those curfew checks and home visits. Riley's former girlfriend said the officer may have visited him once in the daytime when she was at work, and she would not have had knowledge of the visit. She stated she would have been at her residence with Riley most evenings and testified the officer made no curfew checks or home visits while Riley lived with her and she was home. It appears clear that curfew checks and home visits were not adequately occurring.

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In addition, a family member Riley lived with after he moved from his girlfriend's home the last time in January, 1987 testified Riley lived with them when he and his girlfriend had disagreements throughout the time he was supposed to be with his girlfriend. This family member stated Riley said he "told Will" each time, but there is no documentation in the parole file of the changes in residence or the required home visits. The family member also testified that from mid-January, 1987, when Riley moved in with them, until May 7, 1987, when he moved out, McClendon did not make any evening home visits and did not discuss Riley with family members.

Family members were all in agreement that upon his release from prison to work release, Riley was serious about changing his life and that he wanted to successfully complete his work release and parole and make something of his life. They stated Riley's fear of being returned to the Iowa State Penitentiary was a motivating factor for him. Family members testified that Riley's demeanor changed dramatically after the OWI arrest in September, 1986, and again in April, 1987 after he was apparently discharged from the job in Urbandale. When they questioned Riley about how he could get away with what he was doing, they testified he would respond that everything was "okay" and that his parole officer was "cool".

In late March, 1987 Riley received about \$3,000 as a result of a distribution of his father's estate, although that was not verified by the parole officer.

He used the money to purchase an automobile and high-risk SR-22 insurance coverage. Riley's purchase of the automobile coincides with the expiration of his driver's license revocation for the OWI arrest. The parole officer failed to obtain Riley's vehicle registration or automobile insurance information. The Ombudsman discovered the vehicle Riley purchased was not registered in his name. It should be noted Riley apparently sold his first automobile after the OWI arrest in September, 1986, but that transaction is not documented by the parole officer in his file.

Because Riley was unemployed he was supposed to submit to McClendon for verification a daily list of potential employers he had contacted. Riley did not provide this documentation, nor does it appear that McClendon required it. Family members testified that Riley applied for jobs for which he was not qualified, thereby ensuring his failure to obtain employment.

For the several intermittent jobs Riley held, he submitted only one paycheck stub for verification. McClendon reported the stub was from the construction company Riley was employed with for approximately one week, but he did not verify its origin. McClendon did not make the required monthly contact of any of Riley's employers. Nor did he initiate contact with any of Riley's employers to inquire about Riley's job performance or his reasons for leaving his various employment.

On April 16, 1987 Riley was given permission by the Polk County Attorney's Deferred Prosecution Program Coordinator and McClendon to discontinue out-patient alcohol treatment allegedly because it interfered with his working hours. Riley was working at the telephone solicitation job at the time, but only worked there for less than a week. This permission was granted during a phone communication from the coordinator to the parole officer. In lieu of the out-patient treatment Riley agreed to submit to biweekly urinalysis (UA) testing by his parole officer.

Random UA's taken from Riley by McClendon from September, 1986 to April, 1987 tested negative. When questioned by the Ombudsman concerning his urine collection procedure, McClendon admitted he did not observe Riley urinate into the specimen cup on every sample, hence Riley could have obstructed the

UA process due to the parole officer's failure to properly collect the sample. It was confidentially reported to the Ombudsman that Riley had manipulated the UA process on at least one occasion by substituting a sample of urine which was not his own. However, McClendon did observe Riley produce a specimen on May 12, 1987. That specimen tested positive for a controlled substance. This information was received by the parole officer on May 26, 1987, 14 days after the sample was submitted for testing and five days after Riley's death. A sample was also taken on May 9, 1987, but the results of that sample are not known by the parole officer and no record is available.

The Fifth Judicial District Department of Correctional Services contracts with a local hospital to conduct the laboratory testing of UA's. Test results generally take 7 to 21 days before district staff receive them.

In early May, 1987 the parole office received an anonymous phone call from a female. The caller reported that Riley's current place of residence was actually a "dope house" (a dwelling for the sale and use of illegal drugs). Under sworn testimony McClendon indicated he did not verify this information because he believed anonymous phone calls were unreliable. Despite the content of the information given, he said he "didn't have time" to verify Riley's current place of residence.

McClendon failed to maintain the required minimum contacts of the Intensive Supervision Program with Riley throughout his parole.

McClendon did not verify Riley's college enrollment, financial aid package, courses or grades. He essentially made no contact with the Deferred Prosecution Program Coordinator after Riley's OWI arrest. He maintained minimal contact with the out-patient treatment program in which Riley participated.

Riley's vehicle registration and proof of insurance were not obtained by the officer. Urine samples were not properly collected. Daily job contact sheets were not required. Information received anonymously by McClendon went unverified.

Unbeknownst to McClendon until May 12, 1987, Riley had been asked by family members to find a new place to live in April, 1987 because of a change in family circumstances. Riley moved the last of his belongings from the family home on May 7, 1987 and moved to another of his female acquaintance's home. Family members testified Riley only showered and changed clothes at their home during the last of April and the first week of May, 1987, and made efforts to avoid contact with them.

For the last 20 days of Riley's life ISP Parole Officer McClendon did not know where Riley lived and did not conduct a home visit to attempt to verify his current place of residence.

Riley was considered a high-risk parolee under intensive supervision. The Ombudsman finds McClendon did not provide intensive supervision. Complete, accurate, available information on Riley was not obtained or maintained by McClendon, although it was readily available to the Ombudsman from the original sources during this investigation.

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ANALYSIS AND CONCLUSIONS

Concerning the Fifth Judicial District Department of Correctional Services Parole Services Division

The Ombudsman deposed Kent Ellithorpe, Parole Supervisor of the Fifth Judicial District Department of Correctional Services, who is responsible for the local supervision of the ISP and standard parole officers, their files and caseloads. He testified he conducted audit reviews of the Intensive Supervision Program Parole file of Patrick B. Riley. Documentation revealed there were two such audits, one in October, 1986 and the other in April, 1987.

Ellithorpe's October, 1986 audit review indicates that ISP Parole Officer McClendon maintained adequate contact and the file reflected a current chronological record. He noted that McClendon needed to increase the use of UA's and the alcosensor (an alcohol sensing device), increase curfew contacts, and prepare a restitution plan.

The April, 1987 audit found Ellithorpe's assessment of McClendon's supervision of Riley unchanged, except this time he directed the officer to increase his home visits and encourage Riley's college attendance. The restitution plan remained to be completed.

Essentially Ellithorpe found the supervision provided Riley by McClendon was adequate and the parole file was properly maintained.

Ellithorpe testified that when he interviewed applicants for the position McClendon holds, veteran officers were not interested because of the small monetary incentive carried by the assignment. He stated McClendon did not have any prior parole supervision experience or training, and that the training McClendon received was in the office, at quarterly Intensive Supervision Program meetings, and in special training sessions.

The Ombudsman believes McClendon failed to maintain the minimum required contacts with Riley. His parole file lacked significant and pertinent documentation crucial to providing Riley ISP parole supervision. Ellithorpe's supervisory audit review failed to require the necessary documentation for reported contacts, employment seeking efforts and employment, and home visits and family contacts.

Missing from the file was a copy of Riley's driver's license, vehicle registration and proof of insurance coverage, college financial aid package, registration and grade reports, court records in reference to the OWI arrest, and Deferred Prosecution Program signed contract. There were no daily job application sheets, documention of checks with any of Riley's employers and only one paycheck stub.

The lack of a thorough audit by the Parole Supervisor is further evidenced by his directive to the officer in the April, 1987 audit to "encourage college attendance."

Had Ellithorpe conducted a thorough review and required McClendon to obtain pertinent documentation, he would have discovered that Riley withdrew from college by failing to register for the Spring Semester in January, 1987. The April, 1987 audit does not indicate whether the curfew checks cited in October, 1986 had been increased. The restitution plan remained to be completed and submitted to the court. Ellithorpe did not find McClendon's minimal contacts and inadequate parole file documentation a detriment to the supervision of Riley.

ANALYSIS AND CONCLUSIONS Concerning the Iowa Department of Corrections Division of Community Corrections

The Ombudsman's review of DOC documents and sworn testimony taken from Jeanette Bucklew, Deputy Director for Community Services, revealed there was difficulty with implementation of a uniform Intensive Supervision Program policy in the four Departments of Correctional Services (DCS) where the program was placed.

As the result of an Intensive Supervision Program quarterly meeting in February, 1987, the DOC Division of Community Services Chief of Support Services, Eugene Gardner, in a memorandum to Bucklew dated March 24, 1987, identified a lack of direction and consistency as potential problems that would decrease the program's effectiveness if the program policy was not implemented uniformly in the DCS. In a March 12, 1987 cover memorandum to the participating DCS directors for Gardner's memorandum, Bucklew shared Gardner's frustration regarding the meeting. She wrote, "I believe that if top management does not establish consistent intensive supervision policy and direction the program will ultimately self-destruct from a lack of internal cohesiveness. I am most hopeful that we can address these types of issues at the upcoming meeting on the 16th."

The record is void of decisive action to correct the problems that had been identified.

Early statistical samples provided by DOC staff in May, 1986 for Winter and Spring 1986 indicated that ISP Parole Officer McClendon was not meeting the minimum contact requirements for the Intensive Supervision Program (See Appendix V). More comprehensive Intensive Supervision Program statistics prepared around December, 1986 from the weekly progress reports completed by the ISP Officers to October, 1986 indicated none of the officers met the minimum face-to-face contact requirements for Phase I of the program, and only five out of nine of the officers met the minimum face-to-face contact requirements for Phase II. None of the officers met all of the contact

requirements for any of the three Phases of the program. McClendon was well below the statewide average for Phase I with the lowest average contacts, and near the bottom for Phase II (See Appendix VI).

Intensive Supervision Program statistics by district through October 25, 1986, generated at the Ombudsman's request in May, 1987, confirmed that no district meets all of the minimum requirements (See Appendix VII for reports and Appendix I at Supervision for minimum requirements).

The DOC'has all of the weekly progress reports submitted since October, 1986 that would update the aforementioned statistics. This information had not been entered into the system as of July 1, 1987. Reports specific to Riley were hand-sorted and statistics generated in June, 1987 at the Ombudsman's request (See Appendix VIII)

Búcklew testified that the DOC has done some monitoring to determine if program standards are being achieved. She stated, "They appear to be reasonably well maintained. I do not believe that there is any officer doing intensive supervision in the state, when we have made runs on it off of our computer system, who one hundred percent was meeting all the contact standards all the time and that primarily has to do with the type of offender they're working with and the many times very resistive, undependable type of offender...".

Acceptance by Department of Corrections Deputy Director Jeanette Bucklew of the failure to meet the minimum contact standards because of the type of offender supervised, especially when those standards were adopted from other states' programs designed for less dangerous offenders, impacts the program's effectiveness. An ineffective Intensive Supervision Program reduces the public's safety and exposes the citizens of Iowa to unnecessary risk from the offenders inadequately supervised by the program.

If substandard compliance to the minimum requirements of the program is acceptable to the Deputy, it is not surprising that Supervisor Ellithorpe and ISP Parole Officer McClendon were unconcerned about meeting those minimums, and in fact, were of the opinion that they had done a good job in Riley's

particular supervision.

When asked whether the DOC had considered initiating an internal investigation of DCS in view of the recent incident, the Deputy testified a comprehensive evaluation of the Intensive Supervision Program had been underway with completion scheduled for late Summer, 1987. In her opinion, due to the evaluation, an investigation was deemed unwarranted.

ANALYSIS AND CONCLUSIONS

Iowa Department of Corrections

In sworn testimony Harold A. Earrier, Director of the Iowa Department of Corrections, reported having limited involvement in the development of the Intensive Supervision Program. He said Deputy Director Jeanette Bucklew had primary responsibility for the development and implementation of the program. Farrier also reported discussing with the Deputy Director and her staff general concepts, direction and rationale for the development of the program.

Farrier recalled having no knowledge of the areas of concern raised by the Community Services Chief of Support Services to the Deputy Director. The information provided by DOC to the Ombudsman, which clearly illustrates agents assigned to the program were below the required minimum contacts, apparently had not been communicated to Farrier, according to his testimony.

In fact, Farrier testified hescould not recall having been informed of any problem the Intensive Supervision Program may have been experiencing.

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SUMMARY OF TESTIMONY

Taken from the Executive Secretary and Operations Manager Iowa Board of Parole

In sworn testimony, the Iowa Board of Parole Executive Secretary, Rick George, and Operations Manager, Barbara Freeman testified "the Board has no direct supervisory authority over judicial districts or the Department of Corrections. When it comes to putting together the programs, that rests with the District and the Department of Corrections." It was their understanding that the Departments of Correctional Services would hire new parole officers for the Intensive Supervision Program caseloads.

Executive Secretary George stated he thought the Intensive Supervision Program "...might really only be bringing supervision back to the point where it was before the prison cap," meaning a return to the practice of traditional parole management. He also testified, "...additionally, be aware that even with that arrest (Riley's OWI arrest), we don't proceed until a conviction has taken place ... it's likely that even if there'd been a decision to go ahead, the Board would have been deferring any formal revocation proceedings until that person had been cleared at the local level, that criminal charge had been cleared." He stated revocation hearings are almost never held until the new charge is adjudicated, and if the new charge is dropped or dismissed, revocation hearings are still rarely held.

Both bemoaned the lack of coordination and communication between the Board of Parole, the Department of Corrections, and the Judicial District Departments of Correctional Services. They stated they had not seen the Intensive Supervision Program preliminary statistical report of December, 1986. Both were unfamiliar with the program discription attached as Appendix I.

OVERALL SUMMARY OF CONCLUSIONS

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ISP Parole Officer Will McClendon's failure to meet "required minimum standards of the program, his failure to maintain adequate contact and his lax verification of specific aspects of Patrick Riley's progress contributed to Riley's subsequent failure in the program.

Kent Ellithorpe, Parole Supervisor for the Fifth Judicial District Department of Correctional Services failed to conduct thorough audit reviews of McClendon's management of Riley's parole. He did not require the officer to meet minimum program standards nor adequately document his file. Ellithorpe's complacent supervision of McClendon's handling of Riley's parole validated the officer's perception that he was doing a good job and contributed to Riley's subsequent failure in the program.

Jeanette Bucklew, Deputy Director, Community Services Division of the Iowa Department of Corrections acknowledged that there had been difficulty with implementation of a uniform Intensive Supervision Program policy. Indecisive management in response to these difficulties allowed the program to stray from its original design. Managerial acquiescence to implementation problems, uneven and untimely analysis of report data, and acceptance by Deputy Director Bucklew of the failure to meet minimum contact standards because of the type of offender being supervised, renders the Intensive Supervision Program generally ineffective in the attainment of its design goals and standards.

Iowa Department of Corrections Director Harold A. Farrier lacked involvement and knowledge regarding the development and implementation of the Intensive Supervision Program. His detachment from the program fostered a general attitude of complacency among those charged with the aggressive administration of the program. The failure of Patrick Riley's parole was a natural, logical and inevitable result of indifferent and indecisive policy management.

1.2.

Investigation by:

Clarence Key, Jr. Assistant for Corrections

and

James Peterson Assistant Citizens' Aide/Ombudsman

Report by:

William P. Angrick II Citizens' Aide/Ombudsman

August 3, 1987

WPA:jg

APPENDICES

INTENSIVE SUPERVISON PROGRAM

The crisis of prison overcrowding has forced those charged with the administration of correctional programming of high risk offenders to consider release to the community at an accelerated pace.

The program designed to explore accelerated release to parole and to offer probation as an alternative to incarceration to selected offenders is the Specific Performance Intensive Supervision Program. The program is designed to test whether a more comprehensive form of offender supervision involving increased monitoring, treatment intervention and the enforcement of stringent conditions of release will result in successful completion of the probation/parole period for this group of selected offenders.

The intensive supervision program has as its major objective the reduction of prison crowding without increasing risk to the community. The Intensive Supervision Program offers the opportunity to provide close community supervision of selected offenders who would normally enter, "or remain", in prison.

Appendix I

3.6

1. To enhance community safety by actively monitoring and enforcing stringent conditions of supervised release.

2. To reduce the number of offenders serving state prison sentences by permitting them to be resentenced to an intermediate form of punishment.

3. To test whether more intensive supervision of selected offenders in the community can be less costly and more effective than traditional prison sentences.

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4. To make available additional correctional resources to provide enhanced community supervision of offenders at a time when prison space is limited and a population "cap" is in effect.

ELIGIBILITY CRITERIA

Intensive supervision is designed to improve the supervision of high risk offenders. Offenders scored as intensive in either risk or needs will be considered eligible for the specific performance intensive supervision program.

Entry is by:

1. Judicial reconsideration of sentence wherein incarcerated offenders are approved for release within the first ninety (90) days of incarceration.

Criteria used to determine eligibility include:

Must have been convicted of an aggravated misdemeanor/felony that does not require a mandatory sentence.

Must be free of holds and outstanding warrants from any jurisdictions.

Must desire to participate in the program and be willing to comply with release conditions.

2. Placement in the Intensive Supervision Program by the judicial district with the approval of the Parole Board. Criteria used to determine program eligibility include any one or more of the following plus mandatory intensive risks/needs score:

Violent Offense

History of recidivism (repeated incarcerations)

Chronic substance abuse

Documented history of mental illness

Placement in intensive risk/needs category may be by override

3. Offenders referred from traditional parole supervision wherein a violation report has been submitted to the Parole Board and a special condition of intensive supervision has been recommended in lieu of revocation and approved by the Parole Board.

SUPERVISION

The minimum standards for participants in the specific performance intensive supervision program include the following:

Phase I (three months)

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Initial contact is made with the offender's family within the first 10 days of supervision to further clarify the Intensive Supervision Program, staff expectations regarding the offender's program participation and to insure that reintegration to the family and community are progressing positively.

- A. A minimum of $\bigcirc 3$ face-to-face contacts, 1 telephone and 2 collateral contacts spanning day, night, and weekend hours, shall be made with the offender each week. Collaterial contacts shall be with individuals who have immediate first-hand knowledge of the offender that will benefit in both surveillance and rehabilitation of the offender. Collateral contacts may be made by telephone or mail, however, face-to-face collateral contacts should be made regularly.
- B. Home visits shall be done within one week of a probationer's change of residence. Additionally, at least one of the weekly face-to-face contacts shall take place at the offender's home. Home visits may be scheduled, however, at least one home visit per month shall be unannounced.
- C. If at the end of or at any time during Phase I intensive supervision goals have been fulfilled, a transfer to traditional supervision may be appropriate.

Phase II :

If a transfer to traditional supervision has not occurred and the offender is responding positively to program requirements, supervision can be reduced to Phase II. Meeting program requirements includes remaining arrest free, acquiring stable residence, employment and/or education and abstaining from alcohol and drug abuse.

A. A minimum of two face-to-face contacts (one day and one night) and one collateral contact per week.

B All other requirements of supervision shall be the same as Phase I with the exception that the curfew hours and urinalysis monitoring may be relaxed or eliminated.

Phase III

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After the successful completion of Phase I and II, each case shall be carefully reviewed to determine if the goals of intensive supervision have been achieved and if transfer to traditional supervision is appropriate. If it is determined that transfer to traditional supervision is appropriate, the intensive supervision officer shall initiate procedures to transfer the case. If the Court or Parole Board does not approve removal from intensive supervision, the following supervision standards shall apply:

A. One face-to-face contact per week (one night contact per month)

B. All other requirements of supervision shall be the same as Phase I with the exception that the curfew hours and urinalysis monitoring may be eliminated.

PROGRAM COMPONENTS

1. A list of offenders in the specific performance intensive supervision program will be given to local law enforcement agencies monthly.

Regular checks of local arrest records shall be made by the supervising officer.

2. The offender's employment shall be verified by pay check stubs and monthly contact with the employer.

Unemployed offenders shall seek employment daily. The unemployed offender shall provide the supervising officer a daily list of potential employers contacted.

- 3. Offenders involved in or with a history of substance abuse shall submit a weekly urinalysis sample while in pase I and at the discretion of the supervising officer during Phase II and III.
- 4. Offenders in the specific performance intensive supervision program will abide by curfew hours as set by the supervising officer.
- 5. Offenders in the specific performance intensive supervision program will participate in counseling designated by the supervising officer.

In cooperation with the offender, the supervision officer will identify responsible individuals in the offender's community who will assist the offender. These individual's involvement is limited to observation and assistance as a concerned party.

VIOLATIONS

Progressive discipline will be invoked when an offender fails to comply with the conditions of the program. Serious (major) infractions require that revocation proceedings be initiated by the supervising officer.

Major violations are:

- 1. Rearrest for an offense greater than a simple misdemeanor.
- 2. Leaving the State of Iowa without written consent of the intensive supervision staff.
- 3. Possession of a firearm or other dangerous weapon.

Progressive discipline for infractions which do not require that revocation proceedings be automatically initiated shall be formulated by the intensive supervision officer. These infractions include violations of technical rules such as:

- 1. Failure to report and abide by intensive supervision directives.
- 2. Leaving county without permission
- 3. Curfew violations
- 4. Failure to seek employment
- 5. Failure to pay court-ordered obligations, i.e., restitution, fines and court costs.
- 6. Failure to allow intensive supervision staff to visit the home or elsewhere to the extent necessary to discharge the intensive supervision staff duties.

The following progressive discipline guidelines are established for this procedure:

1st Offense: Verbal Warning

- 2nd Offense: Written Warning
- 3rd Offense: Curfew Change/Phase Reduction, Progress Report, Supervisory Review
- 4th Offense: Revocation Proceedings, Automatic Supervisory Review

COMPLETION

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3.

Offenders will spend a maximum of one year in the Intensive Supervision Program. At any time upon determining that an intensive supervision offender has met program requirements to the extent that transfer to traditional probation/parole supervision is appropriate, the following procedure shall be followed:

1. A probation progress report attached to an order for termination from the intensive supervision program and transfer to traditional probation shall be presented to the sentencing judge for signature approval. A field report form will be completed for information purposes on parole cases transferred to traditional parole and submitted to the Iowa Board of Parole.

2. At such time as the offender is transferred from intensive to traditional supervision, the receiving officer shall do a Risk/Needs reassessment and supervise accordingly. If the offender scores in the normal level and the officer feels supervision should exceed those requirements, he/she shall override the scoring and supervise at the "Intensive" level of traditional supervision.

Discharge requests are handled by submission to the Board of Parole in the standard procedure.

Proposed Program Intensive Supervision

Responsible Party Division of Community Services Bud Kilman, Deputy Director

Funding Needed (Including Match) \$241,920

Source of Cash Match Community-based Corrections state appropriation + FY-1986

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ELIGIBLE PURPOSE: Purpose 9 r

Statement of Need:

OITIZZUS COL COL

Providing programs which alleviate prison and jail over&rowding.or 1985 JUL 2 3 1987 PROGRAM DESCRIPTION Recividism research indicated that the first three months of parole release are the most critical in the offender's success on parole. The Iowa prison cap regularly forces parole situations wherein the standards for release are reduced, and in many cases employment or even a permanent residence are not required. The existing caseloads of community-based corrections are excessive (ranging from 60-150 cases statewide) thus permitting only limited routine supervision contacts and support, in spite of, overriding indications that such is not adequate.

Proposed Activities:

Intensive supervision of selected parolees is proposed as a viable strategy to enhance the supervision success of parolees who meet any of the following criteria:

- 1) unemployed
- 2) lack of permanent residence
- 3) high risk for recividism and/or violence per Daryl Fisher's risk assessment

It is anticipated that caseloads in this specialized program will not exceed twenty-five (25) parolees at any one time. Supervision will consist of extensive face-to-face and community contacts which will focus on job placement, establishment of a permanent residence, and referral to agencies which provide services as needed, such as substance abuse treatment, public assistance, mental health services, etc. In the context of both surveillance and problem assistance, the supervising officer will maintain close follow-up with both the parolee and agencies providing services to the parolee and utilize agency recommendations for the establishment of follow-up program requirements. Finally, it is expected that as the parolee demonstrates supervision stability, he/she will gradually be removed from the special program and reassigned to a regular supervision caseload.

According to an article in the March, 1985 National Institute of Justice newsletter, this alternative approach to the expensive incarceration of serious offenders shows promise in Georgia and New Jersey. Of the 226 persons who have presently participated in the New Jersey program during the past 14 months, 29 (13 percent) have been returned to prison--only one for an indictable offense. Most of the violations were curfew and drug related.

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Proposed Activities: (continued)

A program evaluation of the Iowa project will be designed comparing the outcome of those parolees assigned to the intensive supervision program to a matched group assigned to regular supervision caseloads only. If a sufficient control sample cannot be determined, historical records will be evaluated to complete sample selection. In addition to Department of Corrections resources, assistance from the National Institute of Justice and the Iowa Criminal and Juvenile Justice Planning Agency will be sought to conduct this work.

Proposed Plan of Action:

Fiscal Year 1986 state funds have been appropriated to start Intensive Supervision Projects in the Fifth and Sixth Judicial Districts. The Fifth District program will deal exclusively with parolees, whereas the Sixth District will serve parolees, shock probationers who are released from prison as a result of judicial sentence reconsideration, and selected probationers who are presenting a high risk of probation revocation and have exhausted other community resources. Two experienced agents are to be assigned to the intensive supervision project in each of these districts and are projected to provide this intensive level of supervision to approximately 400 serious offenders annually.

In view of the fact that intensive supervision is a statewide need and appropriated funds are inadequate to establish programs in more than two districts in FY '86, Justice Assistance Act Funds are being requested to expand the program to other judicial districts where such services are critically needed. Selection of the districts to receive this program if funding is approved has not been made, but selection criteria will be two-fold: (1) districts with high workloads and/or (2) high failure rates among parolees being released into that district.

If funding is granted under this proposal, it is the desire of the Iowa Department of Corrections to utilize funding in the Fifth and Sixth District programs as cash match. The funding proposal includes the following characteristics:

> Funding will be utilized to hire replacement officers so that veteran officers already employed and deemed adequately experienced and have demonstrated superior qualities as parole officers, can be recruited into the intensive supervision program. Officers selected for the intensive supervision program will be working under extremely intensive demands on time and effort with a great deal of community (non-office) work to be done and a great deal of face-to-face contact with parolees. They will also be on call 24 hours per day. We, therefore, propose to create an upgraded position for these officers. Additionally, each officer will be expected to use his or her personal vehicle for far above average mileage. Program costs then, are broken down as follows:

Proposed Plan of Action: (continued)

Program costs broken down (continued):

Salary (replacement level) Benefits (replacement level) Position upgrade for officers selected for the program Increased benefits costs on upgraded position at 9.5% Mileage (20,000 mile per year)

Cost per agent Total Program \$ 16,500.00 per year 3,465.00 per year 5,000.00 per year 475.00 per year 4,800.00 per year \$ 30,240.00 per year x 8 agents

\$241,920.00 per year <u>x 50</u>% Federal Share

\$120,960.00 Federal & State Share each.

* Office and Administrative costs will be absorbed by the districts involved, including clerical support.



HAL FARRIER Director

DEPARTMENT OF CORRECTIONS State of Iowa

JEWETT BUILDING 10th and Grand Des Moines, Iowa 50309 (515) 281-4811

TERRY E. BRANSTAD Governor

N 21 1005	RECEIVED
May 31, 1985	MAY 31 1985
Mn Dick Pameous	E CRIMINAL JUSTICE AGENCY
Mr. Dick Ramsey Criminal and Juvenile Justice Planning Agency	

Billie Lloyd Davenport

Ankeny

BOARD MEMBERS Gary Baughor

Michael Mahalley Montezuma

Harold McCormick Mancheater .

> Jack Paschall Anamosa

Yvonne Schildberg Greenfield

> Donald Vold Forest City

anning Ayency Lucas State Office Building LOCAL

Dear Mr. Ramsey:

The Department of Corrections is submitting the attached summary of proposal requests for Fiscal Year 1986 Justice Assistance Act Funds. The complete proposal application for each of these programs will be submitted to you by June 14, 1985. No prioritization of the proposed projects has been done.

Thank you for your continuing cooperation in this matter.

Sincerely, ucklen

Weanette Bucklew Director of Planning

/ski

Attachment

EVALUATION PROCESS

I. The total population of the program group will be scrutinized using the following criteria. A random sample of the control group composed of similar offenders will be used for comparison. The control group will be selected through CIMS. All offenders will be monitored through CIMS, file review, officer interview and offender interview.

The below information will be entered into a data base on the CBC computer, and updated as notice of changes occur. All offenders who are scrutinized will be followed for five years, or for three years after discharge from parole, whichever is longer.

Comparative analysis and statistical calculations will be performed on the collected data and reported in quarterly intervals.

The proposed placement of the funded positions is one to the First District, Waterloo, to be paired with the Black Hawk County funded position. The team concept, which is central to the proposal, and the odd number of positions funded dictate this placement. The grant funded position would be assigned parolees and the county funded position would be assigned pre-trial releasees, with both supervising both in the team concept. Two positions would be placed in the Sixth District, Cedar Rapids, with caseload to be determined. Two positions would be placed in the Fifth District, Des Moines, to supervise parolees. The final two positions could be placed in the Fifth District, Des Moines, to supervise either probationers, which is our recommendation, or a mixed case load, which would not give us the most combinations possible with the available teams. Other possibilities include placement of two positions in either the Seventh District, Davenport or the Eighth District, Fairfield.

II. BUILD PROFILES FOR:

A. Parolees, Probationers, Pre-trial Releasees

B. Program Participants

C. Random sample of Control Group

- D. Profile Content
 - 1. Name
 - 2. CIMS #
 - 3. ACIS #
 - 4. DOB
 - 5. Sex
 - 6. Race
 - 7. Residence
 - 8. Marital Status
 - 9. Education
 - 10. Offense
 - 11. Sentence

- 12. Prior Offenses
- 13. **Prior Sentences**
- 14. Needs Assessment
- 15. **Risk Assessment**
- 16. Institutional Behavior
- 17. Services Received
- Supervision Behavior
 Family Involvement

III. Selection Criteria (Y-N)

- Å. Probation
 - 1. Conviction and Sentence w/out mandatory
 - 2. Offense non-violent
 - a. Non-violent
 - b. Good Risk
 - 3. Custody
 - a. Medium
 - b. Minimum
 - 4. Holds
 - 5. Warrants
 - 6. Desire to participate in program
- Β. Parolee From Board
 - 1. Residence
 - 2. Employment
 - a. History
 - b. Skills
 - c. Potential
 - 3. Education level
 - 4. Substance abuse history
- C. Parolee From Change of Status
 - 1. Residence
 - 2. Employment
 - a. History
 - b. Skillsc. Potential
 - .
 - 3. Education level
 - 4. Substance abuse history
 - 5. Violation history
 - 6. Previous paroles

- D. Pre-trial Release
 - 1. Unable to meet standard criteria
 - 2. Bond release unavailable
 - a. Reduction
 - b. Cash .c. Securéty
 - 3. Holds/Warrants
 - 4. Participate
 - 5. Arrest for other than traffic and intoxication
- IV. Program Participation
 - A. Services received
 - 1. Internal
 - a. Counseling
 - b. Supervision
 - c. Contacts
 - i) Quantity
 - ii) Quality
 - d. Restitution
 - e. Other
 - 2. External (Referrals)
 - a. Job
 - b. Drug
 - c. Alcohol
 - d. Personal
 - e. Economic f. Other
 - B. Completion
 - 1. Yes
 - 2. No
 - a. Violation/revocation
 - b. New Offense

DATE: January 9, 1986

TO: Staff Completing Intensive Supervision Weekly Report Forms

FROM: Jeanette Bucklew, Deputy Director

RE: Instructions For Completing ISP Weekly Reports

Please complete the Weekly Report Forms for those clients in the Intensive Supervision Program in the following manner, using the codes listed in the instructions where applicable. Also, please feel free to suggest additional codes for those areas where you think they are needed. Your suggestions will be most helpful in arriving at a comprehensive coding system that will meet both the Department's and the District Department's needs to track the program and its participants. DATE: January 9, 1986

INSTRUCTIONS FOR COMPLETING INTENSIVE SUPERVISION REPORT FORM.

Supervising agent's name, last name first. AGENT :

DISTRICT: District Department's judicial district number.

DATE: Month - Day - Year form is completed.

CLIENT: Client's name, last name first.

NUMBER: Client's CIMS number.

CLASS/PHASE: The specific class or phase the client is in at the end of the reporting period.

CONTACTS: The contacts the supervising agents had with the client during the reporting period. The number of spaces are not meant to dictate the number of contacts. Blank spaces are provided for your needs when the contacts exceed the number of designated spaces or is other than as specified.

F/F: Face to face. TEL: Telephone CCL: Collateral contact with someone other than the client ie. amployer, service agency or family member. ____: Specify the type of contact.

DATE: Month - Day the contact is pade.

LENGTH: The approximate length of the contact in minutes. Please use your judgment here, and make your estimates in five minute intervals for the first fifteen minute, and fifteen minute intervals after that, 1 to 7 minutes = 5, 8 to 12 minutes = 10, 13 to 24 minutes = 15, ie. 25 to 39 minutes = 30, and 40 to 54 minutes = 45, etc. One of the reasons for this category is to determine whether length of contact is related to success.

CONTENT: The content of the contact. List the primary purpose of the contact being reported.

Family counseling. FC:

EC: Employment counseling.

PDC: Personal development counseling.

OB: Observation.

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VER: Verification of a requirement.

Specify the content of contacts not listed above.

Juni du PLACE: The location of the contact.

> EMP: Employer's place of business. JOB: Job site, if other than place of business.

RES: Client's residence.

OFF: Supervising agent's office.

Specify the locations not listed above.

CUR: Curfew contacts. TIME: The approximate time of the contact. TYPE: The type of contact. FIF. Faca to face

ie. employer, service agency or family member. OBS: Observation.

____: Specify the type of contact.

EMPLOYMENT:

DATE: Month - Day of verification.

TYPE OF CHECK: Method of verification. F/F: Face to face. TEL: Telephone COL: Collateral contact with someone other than the client ie. employer. OB5: Observation. PAY: Paycheck, showing dates and hours worked, as well as earnings. ___: Specify the type of verification.

WEEKLY WAGE: Gross earnings from paycheck stub or statement from employer.

UNEMPLOYED: Enter date client provides job seeking verification for.

FINANCIAL PAYMENT VERIFICATION:

OTHER____: Specify recipient of payment, and reason if not apparent.

DATE: Month - Day of payment.

PAID: Amount paid this week.

OWED: Amount owed at the time of entry into the Intensive Supervision Program.

LAW ENFORCEMENT RECORD CHECK:

DATE: Month - Day check was made.

DEPARTMENT: Jurisdiction where check was made.

ARREST RECORD:

DATE: Honth - Day of arrest.

CHARGE: Specific charge or charges.

DISPOSITION: Final disposition of arrest. You may need to go back to previous arrest for follow-up of final disposition.

VIOLATIONS: Violations of Intensive Supervision Agreement, other than arrests.

DATE: Month - Day of violation.

TYPE/REPORTED BY: The type of violation and how you came to learn about it.

CUR: Curfew. DR: Drinking. FTME: Failure to maintain employment. FTOE: Failure to obtain employment. OTHER: Specify other types of violations, unless reported elsewhere on this report. DATE: .mnuh - Day sample was caken.

RESULT:

POS: Positive. NEG: Negative.

SUBSTANCE: Give substance or substances urine was checked for, noting when a positive result is found.

TREATMENT ATTENDANCE VERIFICATION:

DATE: Month - Day verification was done.

TYPE: Type of verification.

F/F: Face to face.

TEL: Telephone

COL: Collateral contact with someone other than the client ie. service agency.

OBS: Observation.

____: Specify the type of verification.

AGENCY: Name of agency providing service.

DTHER INCOME: Other income client may have received.

TYPE:

OTHER: Specify.

DATE: Month - Day received.

AMOUNT: Dollar amount received.

SUPERVISING AGENT: Signature of supervising agent, or agent completing form.

4.5 NO (DA DA (BA DA)

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	Y PROGRES	
AGENT:	DIST	RICT: DATE:
CLIENT:	NUMBER:	CLASS/PHASE:
CONTACTS:		LAW ENFORCEMENT RECORD CHECK:
TYPE DATE LENGTH CONTENT	PLACE	DATE DEPARTMENT
F/FMINS		·
F/F		
F/F		
F/F		ARREST RECORD:
TEL		DATE CHARGE DISPOSITION
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COL	-	VIOLATIONS:
COL		DATE TYPE/REPORTED BY
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and and an an	and the second	
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CURM	-	DATE RESULT SUBSTANCE
CUR		
CUR		
EMPLOYMENT:		
DATE TYPE OF CHECK WEEKLY W	JAGE	TREATMENT ATTENDANCE VERIFICATION
\$		DATE TYPE AGENCY
IF UNEMPLOYED, ENTER DATES		
CLIENT PROVIDED JOB SEEKING VERIFICATION FOR		
MON TUES WED THUR FRI	SAT	
FINANCIAL PAYMENT VERIFICATION:	1 1 1 1	OTHER INCOME:
TYPE DATE PAID	OWED	TYPE DATE AMOUNT
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CCURT COSTS \$	\$	AFDC \$
CHILD SPPRT \$	\$	COUNTY RELIEF \$
FINE5 \$	\$	PARENTS \$
ATTNYS FEES \$	\$	RELATIVES \$
OTHER \$	\$	OTHER\$

SUPERVISING AGENT

(12-05-85)



DEPARTMENT OF CORRECTIONS State of Iowa

Date: September 17, 1986

To/Office: Intensive Supervision Supervisors--Roger Ellsberry, Kent Ellithorpe, Cindy Engler, Bob Ehmke, and Ted Nelson

From/Office:

Subject. Intensive Supervision Weekly Progress Report

Toni Salazar, Administrative Assistant

Attached is a preliminary revision of the Intensive Supervision report form. As you are aware, I am entering information into a computer database in order to be able to respond to the feds concerning performance indicators.

The current form is not meeting my needs and therefore, I am asking that you comment on the attached as soon as possible.

Note that the contacts section would be maintained as it currently is for supervisory use. The only information I need is the number done of each type of contact.

/skj

Attachment

cc Jeanette Bucklew \Gene Gardner Dan Davis

INTENSIVE SUPERVISION WEEKLY PROGRESS REPORT

AGENT :		DI	STRICT:		DATE:		PHASE	·
CLIENT:			1		CIMS	☆:		
SEX:	OFFENSE	•			_ AGE:	PR	OGRAM:	
CONTACTS:								
TYPE DATE						LENGTH		
F/F	MIN		·	COL		MIN		
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F/F			سيستبيب ينبز باستنقاكن					
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				CUR				
FINANCIAL P	AYMENT:			EMPLO	IYMENT :	WEEKLY	WAGE	
		NT PAID				FULL	-TIME	
RESTITUTION						PART	-TIME	
COURT COSTS		· · · · · · · · · · · · · · · · · · ·			UNEMPL		HECKS	
CHILD SUPPO								,
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URINALYSIS:	RE	SULT		VIOLA				
OTHER INCOM	E: FOODS OTHER	•	DC, COU	INTY RE	LIEF,	PARENTS,	RELATIV	ES,
STATUS:	ACTIV	E						
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DEFINITION OF FIELDS ON WEEKLY PROGRESS REPORT

AGENT:	Enter your name
DISTRICT:	Enter your district number
DATE:	Enter the week ending date of the report. This date
	should consistently be a Saturday.
PHASE:	Enter the phase the client is in.
CLIENT:	Enter the client's name.
CIM5#:	Enter the CIMS number of the client.
SEX:	Enter a M for male or F for female.
OFFENSE:	Enter the offense of the client.
AGE:	Enter the age of the client.
PROGRAM:	Enter whether the client is on probation or parole
	Intensive Supervision.
CONTACTS:	Enter date, length, content, place.
FINANCIAL:	Enter the amount paid on each type.
EMPLOYMENT:	Enter the weekly wage of client and whether it is
	full-time or part-time. In the Unemployment Checks
	section enter the number of checks done.
LAW ENFOR:	Enter the number of checks done.
ARREST:	Enter the charge and disposition of.
VIOLATIONS:	Enter the number of technical and rearrest violations.
URINALYSIS:	Enter the number done and the result.
INCOME:	Circle whichever is applicable.
STATUS:	Check the status that is applicable.

Appendix V

To: Gene Gardner From: Toni Salazar Subject: ISP

5-19-86

Enclosed are the results of the evaluation done on the Intensive Supervision Program forms. Please note that some districts send their UA's out for analysis therefore the agent is not able to fill in the result at the time of submitting the form.

Also please note that in order for DOC to enter these forms into a mainframe screen all pertinent information must be filled in or we will be overwhelmed in calling agents to fill in the blanks.

If you have any questions, please call.

Agent: Will McClendon (5th) Client: George Brown, Phase 1

week ending 2-28-86 1. short 2 collateral contacts 2. result of UA not filled in

week ending 3-7-86 1. short 1 face to face

week ending 3-21-86
1. short 2 face to face contacts
2. short 2 collateral contacts
3. result of UA not filled in

week ending 4-4-86 1. short 1 face to face contact 2. short 1 collateral contact

week ending 4-12-86 1. short 2 face to face contacts 2. short 2 collateral contacts 3. result of VA not filled in

week ending 4-19-86 1. short 2 face to face contacts 2. short 1 collateral contact 3. no curfew check

week ending 4-26-86 1. short 2 face to face contacts 2. short 1 collateral contact Agent: Will McClendon (5th) Client: Soren Jacobsen, Phase 1

week ending 3-21-86 1. short 2 face to face 2. short 1 telephone contact 3. no curfew check

week ending 3-28-86 1. short 1 face to face 2. short 1 collateral 3. no curfew check

week ending 4-4-86 1. short 2 face to face contacts 2. short 2 collateral contacts

week ending 4-12-86 1. short 2 face to face 2. short 2 collateral contacts

week ending 4-19-86 1. short 3 face to face 2. no curfew check

week ending 4-29-86 1. short 2 face to face

Employment on this individual was never checked during the above time periods.

Agent: Will McClendon (5th) Client: Joe Larry Heusinger, Phase 1 week ending 2-28-86 1. urinalysis resulls not filled in 2. shurt 2 collateral contacts 3. receiving food stamps - no amount filled in week ending 3-3-86 1. short 1 collateral contact week ending 3-21-86 1. short 2 collateral contacts week ending 3-28-86 1. short 2 collateral contacts short 3 face to face contacts 2. made 0 curfew checks З. week ending 4-4-86 1. short 2 face to face contacts 2. made 0 curfew checks З. short 2 collateral contacts week ending 4-12-86 1. short 2 face to face contacts 2. short 2 collateral contacts Э. no results of UA filled in week ending 4-19-86 1. short 1 face to face contact 2. short 2 collateral contacts week ending 4-29-86

1. short 1 face to face 2. short 2 collateral contacts

INTENSIVE SUPERVISION

Appendix VI

AVERAGE NUMBER WEEKLY CONTRACT PER AGENT BY PHASE

	PHASE I		PHASE II	PHASE II
John Harrington	FF	2.78	2.18	1.67
	TELE	1.65	1.55	1.28
	COLL	3.22	2.67	2.26
Deb Marshall	FF TELE COLL	2.49 .98 1.57	2.08 1.28 1.80	
Will McClendon	FF TELE COLL	1.96 1.07 .85	1.71 .83 .83	
Gene Gering	FF	2.51	2.14	1.09
	TELE	1.39	1.31	.53
	COLL	2.48	2.35	1.60
Steve Hopkins	FF	2.23	2.06	1.23
	TELE	1.42	1.31	1.66
	COLL	1.70	1.81	.97
Kent Jayne	FF	2.78	2.40	1.19
	TELE	1.40	1.17	1.37
	COLL	3.19	2.54	1.87
Wes Etheridge	FF TELE COLL	2.57 1.25 2.18	1.65 .37 1.15	
Fidel Alvarez	FF	2.89	1.75	کی محمد محمد میرد
	TELE	.94	.50	معید محمد محمد میرد
	COLL	2.21	3.12	محمد محمد محمد محمد محمد محمد محمد محم
Robert Tullis	FF	2.69	1.37	1.00
	TELE	.34	.12	.55
	COLL	2.89	2.62	2.75
STATEWIDE AVERAGES	FF	2.54	1.98	1.24
	TELE	1.16	.94	1.08
	COLL	2.25	2.10	1.89

CBC-TS-004

AGENT

NAME

FACETOFACE CONTACTS

TELEFONE COLLATERAL CONTACTS CONTACTS

MC CLENDON, WILL .

i

(Client names edited for publication)

RILEY, PAT, NUMBER OF WEEKS AVERAGE CONTACTS

6 6 6 2.50 1.50 1.17

NUMBER OF WEEKS AVERAGE CONTACTS

0

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468	468		468
1.96 .	1.06		.86
		· · · ·	

o 314 offenders have been assigned to ISP

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1

f

Ø	177 ISP completions: 99 Successful		
	Discharged	o regular supervison from supervision ed to other jurisdiction	71 17 11
	78 Unsuccessful Absconded Revoked on Revoked ne	1 technicals	20 35 23
O	Current ISP caseload Parolees Probationers TOTAL	1;	115 <u>29</u> 144
	Information about IS 30% between 21- Race:	SP offenders: -25 years of age Black White Hispanic Indian	34 108 1 1
•	Sex:	Female Male	. 9 135
	Charge:	34% Burglary-2nd	
		Fulltime - 62% offenders Parttime - 20% offenders hase 1: 92 Offenders age number of weekly cont Face to Face	2.54
		Telephone Collaterals	1.16 2.25
	Avera	hase 2: 43 offenders age number of weekly cont Face to Face Telephone Collaterals	tacts 1.92 .93 2.09
		hase 3: 9 offenders age number of weekly conf Face to Face Telephone Collaterals	acts 1.23 1.07 1.89
	Community	Referrals: 1005 Alcohol Drug Medical Psychiatric DHS Family Counseling Education Other	325 154 93 37 82 33 106 175

Program evaluation will be available Summer, 1987.

INTENSIVE SUPERVISION PROGRAM (ISP)

FACT SHEET (April 1985 - October, 1986) 1/2 yr.

* 302 offenders have been assigned to ISP

* Information about ISP offenders:

AGE GROUP		PAROLEES	PROBATIONERS
	1-17 18-20 21-25 26-30 31-35 36-40 41-45 46-50 51-55 56-60 61-99	- 7 50 48 28 13 8 2 3	2 19 27 6 7 2 3 1 - - 1
		024	
COLUMN TOTALS		234	68
RACE	Black	50	17
	Hispanic	3	
	American Indian White	1 180	51
COLUMN TOTALS		234	68
SEX	Male Female	221 13	58 10
COLUMN TOTALS		234	68
OFFENSE CATEGORY	Poss. Cont. Substance OWI Sexual Buse Robbery Burglary Theft FUFI Other	11 19 17 34 85 35 11 22	1 3 2 21 19 7 12
COLUMN TOTALS		234	68
AVERAGE DAILY COST	\$4.35		

ISP-FACTS1

1

PROJECT SUCCESSES, DISCHARGES, AND TRANSFERS

PROGRAM	SUCCESS	DISCHARGE	TRANSFER
PAROLE			
Number	59	11	10
Percentage	44.36	8.27	7.52
Avg. # of weeks	21.31	25.09	15.20
PROBATION			
Number	11	5	1
Percentage	26.19	11.90	2.38
Avg. # of weeks	18.55	18.80	26.00
TOTAL			
Number	70	16	11
Percentage	40.00	9.14	6.29
Avg. # of weeks	20.87	23.13	16.18

PROJECT REVOCATIONS AND ABSCONSIONS

PROGRAM	REVOKED CHARGES		-	REVOKED TECH	ABSCONDED
PAROLE					
Number	18	•		21	14
Percentage	13.53			15.79	10.53
Avg # of weeks	15.22			16.24	8.57
PROBATION					
Number	5			14	6
Percentage	11.90			33.33	14.29
Avg. # of weeks	19.40			12.50	17.17
TOTAL		1 A.			
Number	23			35	20
Percentage	13.14			20.00	11.43
Avg. # of weeks	16.13		. · · ·	14.74	11.15

Of the total number of successful transfers (39) sent to regular supervision only four (4) have consequently been revoked and sent back to prison.

PROGRAM REASON

1 ParoleeNew Charge - Robbery 1st2 ParoleesTechnicals1 ProbationerNew Charge - Burglary 2nd

The above is reflective of data through October, 1986.

Program evaluation will be available Summer, 1987.

Appendix VII

7875



DEPARTMENT OF CORRECTIONS State of Iowa

Date: June 2, 1987

To/Office: Clarence Key.

From/Office:

Mice: Toni Salazar, Administrative Assistant,

Subject:

INTENSIVE SUPERVISION PROGRAM REQUEST

Please note on the attached weekly progress report form that I have marked the sections that are not being utilized for data base purposes.

Also, please be aware that this is a new program with refinement of the attached and completeness of filling out the form being an ongoing process. For instance, some of the weekly progress evaluation forms were not completed and therefore, not available. It is strongly recommended that the case supervision file also be reviewed in order to obtain an accurate picture of the supervision.

To further explain the computer printout attached summarizing statewide average contacts by phase through October 28, 1986, I provide the following:

The contact weeks column reflects total weeks inputted for all clients through that time period. The large number under each type of contact reflects the total number of each type of contact made through that same time period.

If you have questions, please call.

cc: Hal Farrier Jeanette Bucklew

INTENSIVE SUPERVISION WEEKLY PROGRESS REPORT

AGENT:		DISTRICT:			¥:		
SEX:						DGRAM:	-
RACE:	OFFERSE.			- HOC.	PR		-
CONTACTS .	-only tr	acking #d	one				1
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8 E.L. /	<u> </u>	f	LUK		<u> </u>		
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RESTITUTION	l				PART	-TIME	_
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CHILD SUPPO	IRT					ABLED	
FINES		<u>UU.</u> ;	•			TIRED	
ATTORNEY FE	ES			FULL	-TIME ST	UDENT	
OTHER		·····	LAL			UFOVE	
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	. Breastain and the		•		CORD: C		
					DISPOS	ITION	
VIOLATIONS:	TECHNIC	AL	REARR	ESTS			
OTHER INCOM		AMPS, AFDC, CO				, RELATIVES,	
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SIXTH DISTRICT	864	2315 42.6 8	1120 1.30	2329 €2.70	
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TOTALS	348	958 & 75	191	932 2.68	
129 MAY 87 CBC INTENSIVE SUPE	RVISION PRO.				
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	INTENSIVE SUPERVISION PROJECT		ASE II		AVERAGE WEEKLY CONTACTS	
			10/25/86			
	ØISTRICT	CONTACT WEEKS	FACE (2) CONTACTS	TELE CONTACTS	COLL (1) CONTACTS	
	FIRST DISTRICT TOTALS AVERAGE CONTACTS	202	435 Q.15 ^	306 €1.51	508 2.51	
	TOTALS	320	673 2.10 -	407 • <u>1.27</u> ;-	715 ¢2.23	
	SIXTH DISTRICT TOTALS AVERAGE CONTACTS	152	286 ••••• 88 **	93 જઇ 1	233 \$\$\$53	
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INTENSIVE

AVERAGE

• • • •	SUPERVISION PROJECT		III - "		WEEKLY CONTACTS	
4		THRU 10				
	DISTRICT	CONTACT WEEKS	FACE CONTACTS	TELE CONTACTS	COLL CONTACTS	
	FIRST DISTRICT TOTALS AVERAGE CONTACTS	39	65 4. 87	50 • 28	88 ¢2.26	
	FIFTH DISTRICT TOTALS AVERAGE CONTACTS	47	51 4 09.7	25 ۥ53	75 ∢1∝60	
	CIXTH DISTRICT TOTALS AVERAGE CONTACTS	16	19 51,19	22 €1 - 37	30 €1. 87	
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AGENT: Will McClendon Client: Pat Riley

Week ending 9-13-86 1. Short three face to face No Contract w/ Rill () 2. Short one telephone 3. Short two collateral ATI MLL HALL Week ending 9-20-86 1. Short one collateral Week ending 9-27-86 1. Short one face to face . 2. Short one telephone Short two collateral 3. Week ending 10-4-86 1. Short one face to face 2. Short one collateral RECEIVED Week ending 10-11-86 1. Short one face to face JUN 24 1987 Week ending 10-18-86 CITIZENS' AIDE/OMBUDSMAN 1. Short one face to face 2. Short two collateral Week ending 10-25-86 1. Short one collateral Week ending 11-1-86 1. Short one telephone Short two collateral 2. Week ending 11-8-86 Short one face to face . 1. Short two collateral 2. Week ending 11-15-86 : 1. Short one face to face 2. Short one telephone 3. Short two collateral Weeking ending 11-22-86 1. Short two collateral

Weeking ending 12-6-86

1. Short one collateral

Week ending 12-13-86

ها المعدد الم

1. Short two collateral

2

Week ending 1-3-87

Short two collateral
 Week ending 2-7-87

Short one collateral
 Week ending 2-28-87

Short one collateral
 Week ending 4-4-87

1. Short one collateral

Week ending 4-18-87

1. Short two face to face

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REGEIVED

Phase - Du 11, 1986

JUN 24 1987

CITIZENS' AIDE/OMBUDSMAN

<u>.</u>

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SUMMARY OF INTENSIVE SUPERVISION CONTACTS - PAT RILEY

Through October 25 - Phase I

FF	2.50
Tel	1.50
Col	1.17

November 8,	1986	through	December	6,	1986		Phase	1
		فالبوسا كمعصب والمسادين						

FF	2.75
Tel	1.00
Col	.25
Curf	• • • •

December 13, 1986 through April 17, 1987 - Phase II

FF	3.25
Tel	2.25
Col	1.75
Curf	.25

1 UA every other week testing negative

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JUN - 2 1987

CITIZENS' AIDE/OMBUDSMAN