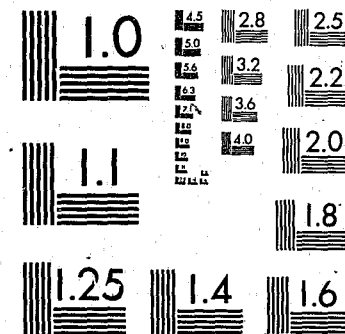


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Federal Probation

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- Practical Probation: A Skills Course** 76998 *Gloria Cunningham*
Understanding Alcoholism and the Alcoholic Offender

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Federal Probation, which is published by the Administrative Office of the United States Courts, is edited by the Probation Division of the Administrative Office and printed by Federal Prison Industries, Inc., of the U.S. Department of Justice.

All phases of preventive and correctional activities in delinquency and crime come within the fields of interest of FEDERAL PROBATION. The Quarterly wishes to share with its readers all constructively worthwhile points of view and welcomes the contributions of those engaged in the study of juvenile and adult offenders. Federal, state, and local organizations, institutions, and agencies—both public and private—are invited to submit any significant experience and findings related to the prevention and control of delinquency and crime.

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FEDERAL PROBATION QUARTERLY

Administrative Office of the United States Courts, Washington, D.C. 20544

Federal Probation

A JOURNAL OF CORRECTIONAL PHILOSOPHY AND PRACTICE

Published by the Administrative Office of the United States Courts and Printed by
Federal Prison Industries, Inc., of the U.S. Department of Justice

VOLUME XXXIV

DECEMBER 1980

NUMBER 4
MAY 15 1981

This Issue in Brief ACQUISITIONS

Prisoners' Rights Litigation: A Look at the Past Decade, and a Look at the Coming Decade.--A number of startling changes have occurred in the prisons during the 1970's, according to Richard G. Singer, professor of law at Rutgers University. The question he explores in the first part of his article is whether these changes are attributable, in whole or in part, to the prisoners' rights movement, and specifically the litigation arm of that movement. In the second part he discusses the impact the recent Supreme Court case of *Bell v. Wolfish* will have on prison litigation in the future.

Children of the Holocaust and Their Relevancy to Probation: Presentence Investigations and Case Planning.--Federal Probation Officer Stephen L. Wishny of Los Angeles suggests that a social history of parent or parents as survivors of the Holocaust, or survivors of like social trauma, might provide an additional element in explaining defendant behavior and developing treatment plans. His article reexamines a presentence investigation in the light of recent research in the field of Holocaust survivor psychology and discusses casework planning from the same perspective.

Managing the Interorganizational Environment in Corrections.--In the face of declining governmental and public support for human service programs, correctional administrators will be required to do more with fewer resources, asserts Dr. Ronald I. Weiner, associate dean of The American University School of Justice. One approach for becoming more competent in the management of scarce resources is the necessity for understanding interorganizational problems in corrections and designing effective strategies to overcome them, he maintains. Management training in corrections would be wise to expand its knowledge base beyond concern for the administration of personnel and programs internal to the organization. Future training needs will require

both knowledge and strategies for more effectively negotiating favorable relationships with other organizations in the task-environment, he concludes.

Fines as an Alternative to Incarceration: The German Experience.--Although many issues of correctional reform have been discussed and debated in the United States during the last decade, the potential role of financial penalties (fines) is not among the issues raised. This omission, according to Professor Robert W. Gillespie of the University of Illinois, stands in sharp contrast to similar discussions and policy innovations in Europe regarding fines. The innovations in recent German penal policy and practice in the use of fines is reviewed and contrasted to the role accorded fines in selected United States courts.

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Assessing Parole Violation Rates by Means of the Survivor Cohort Method.--The examination of parole violation statistics will invariably show a larger number of parole violators each month during the first year or so of parole as compared to the number of violators during the latter parole periods. Two reasons could account for this. Either the probability of violation is highest during the immediate postrelease period, or the number of parolees "at risk" is greater thus providing a larger pool of possible violators. The purpose of this article by George F. Davis, supervisor of information systems for the California Youth Authority, is to present additional data relating to the issue of whether the early months on parole are the most risk-prone.

Purchasing Services in a Community-Based Juvenile Corrections System: The Ohio Experience.--Despite the widespread practice of state juvenile corrections agencies contracting with private agencies to provide residential and social services, there is little in the literature concerning what is needed to develop and maintain a successful purchase of service system, writes Don G. Shkolnik, community residential services administrator for the Ohio Youth Commission. A review of the strengths and weaknesses of such a system is the backdrop against which the Ohio Experience is examined.

His Day in Court.--Frederick Greenwald, executive director of International Probation and Parole Practice, believes that sentencing the alien offender is as vital a part of the judicial process as the sentencing of a citizen or long-time resident. It may have far-reaching effects both on the individual and the na-

tions, not to mention the families involved. He states that when economic and social costs and values are weighed, the balance favors providing equal rights to the alien offender and an equal opportunity to the court to have benefit of full and complete knowledge of the offender when considering the sentence to be imposed.

Patterns of Probation and Parole Organization.--Organizational relationships between programs providing services to mutual clients have a critical impact on the timeliness and quality of those services, according to authors Charles L. Johnson and Barry D. Smith. Their article discusses the impact on services of organizational relationships among probation, parole, and correctional functions. At issue is the compliance of each state with specific portions of standards recommended by the National Advisory Commission on Criminal Justice Standards and Goals.

Understanding Alcoholism and the Alcoholic Offender.--Alcoholism is a major national health problem in the United States. Its costs to American society in terms of mortality, economic loss, and social and emotional disturbance are escalating. Current research evidence indicates that there is a basis for optimism in treating the alcoholic when the focus of treatment is on alcoholism as a primary disease entity rather than as a symptom of an underlying emotional disturbance or inter-personal problem. This article by Professor Gloria Cunningham of Loyola University of Chicago discusses the implications of emerging knowledge about alcoholism for criminal justice practice.

All the articles appearing in this magazine are regarded as appropriate expressions of ideas worthy of thought but their publication is not to be taken as an endorsement by the editors or the federal probation office of the views set forth. The editors may or may not agree with the articles appearing in the magazine, but believe them in any case to be deserving of consideration.

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Managing the Interorganizational Environment in Corrections

BY RONALD I. WEINER, D.S.W.*

Associate Dean, School of Justice,
The American University, Washington, D.C.

THE DECADE of the 1980's will require correctional administrators to become competent in the management of scarce resources. This will require a significant shift in managerial expertise away from a focus on administering personnel and programs internal to the organization. Management knowledge and skill will instead need to be directed towards more effective use of resources in the organization's task-environment.¹ This will be even more important in the face of declining governmental and public support for human service programs as our economy fluctuates.

While recognizing the importance of management education and training in corrections that focuses on improving organizational structure and climate, this perspective no longer seems sufficient to meet the contemporary demands confronting our correctional administrators. Whether administering a large correctional department, a probation or parole agency, a halfway house, a jail, or some other correctional organization, each administrator must deal with a fundamental reality of organizational life--the competition for the increasingly scarce resources provided by the network of public and private human service organizations in the community. There is also competition for budgetary support, competition for program support from the general public and from other criminal justice agencies, as well as competition for support by the media. As any correctional manager knows, poor relationships with the press or television and radio, can severely constrain the organization in accomplishing its objectives. Any or all of these task-environment groups has the potential to either help or hinder the correctional organization in some drastic way. To be effective, correctional managers must be prepared to deal creatively with the complexity and uncertainty imposed by fluctuations in their environment. This perspective has been well stated by Pfeffer and Salancik:

*The author is indebted to Professor Robert Johnson for his helpful comments on this article.

Both problems of using resources and problems of acquiring them face organizations, but the use of resources always presupposes their existence. A good deal of organizational behavior, the actions taken by organizations, can be understood only by knowing something about the organization's resources. What happens in an organization is not only a function of the organization, its structure, its leadership, its procedures, or its goals. What happens is also a consequence of the environment and the particular contingencies and constraints deriving from that environment.²

Managerial knowledge and training in the field of corrections has not increased sufficiently to provide the administrators of these agencies with the skills needed for handling the demands imposed by their external environment. Fundamentally, this enlarged managerial task requires not only gaining political and public support to assure the availability of resources internal to the organization, but also requires securing resources external to the organization in the form of services for the offenders under their control. As people-processing as opposed to people-changing organizations,³ one aspect of correctional success can be measured by the degree to which services can be negotiated for those offenders requiring them. Much of the failure attributed to correctional programs by the National Advisory Commission on Criminal Justice Standards and Goals, *Report on Corrections*, was related to the inability of correctional agencies to link the offender successfully into existing community resources, or to mobilize the community in developing services where gaps existed.⁴ A number of correctional practitioners have also identified this community linkage problem as a major impediment to correctional success.⁵

¹ William Dill, "Environment as an Influence on Managerial Autonomy," *Administrative Science Quarterly*, Vol. 2 (1967): 409-443.

² Jeffrey Pfeffer and Gerald R. Salancik, *The External Control of Organizations: A Resource Dependence Perspective*. New York: Harper and Row, 1978, p. 3.

³ Yeheskel Hasenfeld, "People Processing Organizations: An Exchange Approach," *American Sociological Review*, (1972): 256-263.

⁴ National Advisory Commission on Criminal Justice Standards and Goals, *Report on Corrections*. Washington, D.C.: Government Printing Office, 1973.

⁵ Harvey Treger, "The Reluctance of the Social Agency to Work with the Offender," *Federal Probation* (March 1965): 23-27; Wallace Mandel, "Making Corrections a Community Agency," *Crime and Delinquency*, Vol. 17, 3 (July 1971): 281-288.

Interorganizational Problems

In a recent study of one city's correctional system and its relationship with its network of community resources, Weiner found interagency cooperation between these agencies to be the exception rather than the norm. Lack of interagency cooperation between correctional organizations was also found to be a significant problem. There were few, if any, formal working relationships established between the eight correctional agencies for things like exchanging information about joint clientele, conducting joint training programs, or exchanging information about programs and services. The agencies did not share information about experiences they had encountered of either a positive or negative nature in working with various community service agencies. For the most part, agency administrators and correctional personnel operated without any planned organizational strategy for negotiating effective working relationships with other correctional agencies or, for that matter, with the various community service organizations in their task-environment.

This study also revealed that the community service agencies developed effective techniques for limiting their relationships with correctional personnel and their clientele for a variety of reasons. One of the most frequently cited reasons given by these community agencies as a barrier to interorganizational cooperation, was the failure of correctional personnel to adequately screen offenders with regard to their motivation to accept services and to follow through with them. Many of these community agencies felt like a dumping ground and resented the fact that correctional agencies failed to conduct an adequate assessment of the offender's problem situation and motivation. Direct contact for referral by correctional personnel with community agencies also tended to be limited on a qualitative level. Referrals and services that seemed to work out the best were those that seemed to demonstrate that a correctional worker was interested in his/her client and was willing to visit the community agency to provide helpful information. By doing so, it ap-

peared that a genuine effort was being made to develop and nurture a working relationship by respecting the boundaries of the community agency.⁶

Our knowledge of organizational theory, particularly of interorganizational relationships that facilitate or impede cooperative working relationships between agencies, has sufficiently developed to the point where it could be used to train and educate correctional managers.⁷ Some aspects of this type of managerial training are currently being conducted by the Wharton School's Strategic Management Program in Corrections under a grant funded by the National Institute of Corrections. The year-long program helps administrators learn to think conceptually and programatically about their task-environment, particularly in terms of strategies for mobilizing sources of support for resources and programs.

Interorganizational Strategies Required for the Effective Correctional Administrator

In the near future, the correctional administrators' managerial competence will be assessed in terms of their ability to manage both the internal and the external environment of their organizations. In order to develop the skills and competence required for accomplishing the interorganizational task, correctional managers will need to acquire knowledge of open systems organizational theory, which focuses on sociotechnical systems,⁸ organization-environment relationships,⁹ the interorganizational field,¹⁰ concerted decisionmaking,¹¹ and related interorganizational strategies of competition, conflict, avoidance, and cooperation.¹² Such an emphasis is a departure from the current focus on intraorganizational structure and climate. From the standpoint of the correctional task, exclusive knowledge and administrative skill in these areas alone prevents our field from making the quantum jump necessary to benefit society by other than the closed system strategy of imprisonment.

As a means of encouraging a shift of perspective from exclusively the intraorganizational to the interorganizational level, the following strategies are identified to stimulate thought, and to provide a focus for effective correctional management in the face of declining resources.

(1) Map the interorganizational network in the community by identifying all the relevant organizations in the task-environment (political, social, economic, legal, etc.) that have the potential to assist or hinder your organization in obtaining

⁶ Ronald I. Weiner, "Sociometric Analysis of Interorganizational Cooperation Between Correctional and Community Service Organizations," Dissertation, University of Maryland Graduate School of Social Work, 1977.

⁷ See, for example, the work of John R. Schermerhorn, Jr., "Determinants of Interorganizational Cooperation," *Academy of Management Journal*, Vol. 18, 4 (December 1975): 843-855.

⁸ Eric Miller and A.K. Rice, *Systems of Organization-The Control of Task and Sentient Boundaries* London: Tavistock Publications, 1967.

⁹ Pfeffer and Salancik, *op. cit.*

¹⁰ Roland Warren, "The Interorganizational Field as a Focus of Investigation," *Administrative Science Quarterly*, Vol. 12 (1967): 880-899.

¹¹ Tuite, Matthew; Chisholm, Roger; and Radnor, Michael. Eds. *Interorganizational Decision Making* Chicago, Illinois: Aldine Publishing Company, 1972.

¹² Guetzkow, Harold, "Relations Among Organizations," in Bowers, Raymond, ed. *Studies on Behavior in Organizations* Athens, Georgia: University of Georgia Press, 1966: 13-44.

resources and support for correctional programs; identify your competitors from among the other correctional organizations in your community who require resources similar to your organization.

(2) Train a unit of your correctional staff for assuming specialized boundary spanning roles in the community.¹³ CRMT's (Community Resource Management Teams) and CRU's (Community Resource Units) represent models for this specialized work. Unlike their colleagues who are trained to work primarily with individual offenders, boundary spanning personnel require organizational as well as human relations and communications skills. Their primary task will require them to conduct a careful assessment of existing community resources in terms of their service requirements, policies, and boundary transactions. They will also need to establish formal working relationships with other agency personnel, preferably through written agreements, and to actively work to nurture these relationships through various goodwill gestures (phone to thank a worker for his/her time and effort to assist you and your client).

(3) Establish formal written agreements with the various community resource providers regarding their referral procedures, followup requirements, and other related mutual concerns. Request that the directors of the various community resource agencies identify specific boundary contact persons in order to facilitate the referral process and to become aware of the resource availability situation. Once working relationships have been formally established, work towards clarifying, at intervals of two or three times a year, whether the programs, services, or requirements have changed in any way. Ask the boundary personnel in the community agency to evaluate the working relationship and to indicate suggestions for modifying or improving the working relationship with your agency. Share with the agency problems encountered in working with them. Do this in ways that demonstrate an effort to understand their organizational needs while desiring to improve your interagency cooperation with them.

(4) Reorganize internally to conduct a more adequate diagnostic assessment of your offender population. Spend more time evaluating not only the problems of your offenders, but pay equal if not more attention to their level of motivation and willingness to receive services from various community agencies. Don't waste the time or resources of your

staff—or of the personnel in a community agency—on offenders who are evaluated as poorly motivated to use services. You wear out your credibility by doing so. For those offenders evaluated as being motivated to use services, work out in advance with the community agency the ways you can best prepare the offender for entry into their agency. For those offenders who appear either ambivalent or perhaps marginal with respect to receiving services, continue to work with them for a brief period of time to reevaluate their prognosis for using services in the future.

(5) Avoid at all costs sending a motivated client to a community agency identified and evaluated as offering poor quality services. Similarly, it also makes no sense referring a motivated client to any agency which is resistive to working with your agency in spite of your best efforts to engage in interagency cooperation with them. Either situation has the potential to adversely affect the offender's continued willingness to receive services and his sense of trust in the correctional worker.

(6) Boundary spanning activities should also be directed towards developing cooperative interorganizational relationships with other relevant organizations in the task-environment. Establishing formal working agreements with other criminal justice organizations is essential as a means of gaining support for correctional programs. Assigning personnel responsibility for facilitating cooperative relationships also helps to detect disturbances or problem situations that may be developing with respect to other criminal justice agencies' concerns about a correctional policy or program being considered or in operation. This allows time to both plan and negotiate a resolution that provides the basis for a continued favorable working climate between the two agencies.

(7) Develop effective interorganizational relationships with significant political units among key executive and legislative branches of government. Boundary personnel can be assigned to provide information briefings to key decisionmakers on a routine basis by meeting with their staff assistants. By informing these key decisionmaking units of correctional plans and operating programs, including results achieved and associated costs, correctional organizations are in a better position to mobilize political support for their current policies and programs. They are also in a position to detect potential problem situations and work out methods for resolving them in advance with the least damage to the agency's mission, instead of being caught off guard by a potential political attack. Similar relationships

¹³ See the work of the following for an excellent discussion of boundary spanning activities: William B. Brown, "Systems, Boundaries, and Information Flow," *Academy of Management Journal* (1966): 318-327; Howard Aldrich and Diane Herker, "Boundary Spanning Roles and Organization Structure," *Academy of Management Review* (April 1977): 217-230.

can be established with the media as a means of gaining support for the correctional agency's programs. Interorganizational relationships with the business and industrial community, with other intergovernmental units, with the local union, with other citizen/public interest groups, and with various professional reference groups, such as the local Bar Association, should also be assigned as a boundary spanning activity.

(8) Stabilize the pool of resources available to correctional organizations in a community. To do so, it would be wise to develop alternative organizational relationships among the network of correctional agencies themselves. Instead of each correctional agency competing with the other for scarce resources on an independent basis, moving towards joint planning and decisionmaking among the correctional agencies in a community regarding resource acquisition and deployment, would alleviate duplication of effort and reduce resistance from resource providers.

One model of concerted decisionmaking among correctional organizations, would be to develop a centralized community resource referral center staffed by specialized boundary personnel assigned from each of the various correctional agencies in the community. This pooled correctional unit could be assigned total responsibility for negotiating interagency relationships with community agencies in referring offenders for services, evaluating service delivery, and following up on client progress. Within

¹⁴ James D. Thompson, "Social Interdependence, The Polity, and Public Administration," *Administration and Society*, Vol. 6, 1 (May 1974), p. 7.

¹⁵ Julian S. Rubenstein and Sol Levin, "A Model for Interagency Cooperation in the Provision of Mental Health Services to Youths," *Hospital and Community Psychiatry*, Vol. 27, 6 (June 1976): 404-407.

the unit, specialists could be assigned specific resource areas in working with community agencies, as well as with the offenders requiring their services. Such a unit could be given total responsibility for assessing and evaluating offender needs and motivation, as well as for making decisions on referral to appropriate community resources. Thompson refers to this as developing "packages of sequential interdependence," and suggests that "each unit is governed not by tradition but by the requirements of those adjacent to it, and all by the needs of the whole... Specialization to participate in a larger network involves a yielding of independence and occurs... because the payoffs promise to exceed those available in isolation."¹⁴

Thompson's model of sequential interdependence has been tried successfully in the mental health field.¹⁵ Competing correctional organizations would do well to consider similar models of interorganizational cooperation as a means of better using its network of community resources. To do so will require correctional administrators to think conceptually and programatically about the advantages of negotiating formal working relationships with other correctional agencies in their environment, to facilitate their mutual efforts to achieve organizational effectiveness.

¹⁶ The proposed strategies presented here are not intended to replace managerial competence in managing the personnel and programs internal to the organization. Rather, it is suggested that balancing the demands of both the internal and the external environment of the organization represents the most critical requirement of our present and future correctional administrators.

THE CONTEMPORARY correctional manager, regardless of setting, has a task worthy of Sisyphus, the legendary King of Corinth in Greek myth who was condemned to roll a heavy rock up a hill, only to have it roll down again.

—ALVIN W. COHN

END