National Criminal Justice Reference Service

ncjrs

1.0		2.8	2.5
		3.2	2.2
		3.6	
1.1		4.0	2.0
			1.8
1.25	1.4		1.6
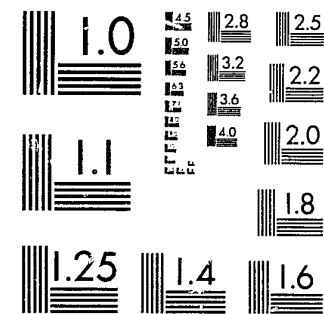
MICROCOPY RESOLUTION TEST CHART
NATIONAL BUREAU OF STANDARDS-1963-A

National Institute of Justice
United States Department of Justice
Washington, D.C. 20531

6-8-83

Federal Probation

Shadows of Substance: Organized Crime Reconsidered — Frederick T. Martens, Colleen Miller-Longfellow

Organized Crime, RICO, and the Media: What We Think We Know — Simon Wynn, Nancy Anderson

Adolphe Quetelet: At the Beginning — Sawyer F. Sylvester

Behavioral Objectives in Probation and Parole: A New Approach to Staff Accountability — Alvin W. Cohn

The Use of Third Sector Organizations as Vehicles for Community Service Under Condition of Probation — Jack Cocks

Without the Tools: The Task of Probation in the Eighties — Franklin H. Marshall, Gennaro F. Vito

Supervision: A Thematic Analysis of Interviews With Probationers — John J. Gibbs

...for the Reader — Nancy C. Hoffman, Glen Plutschak

The Batterer: A Model Treatment Program for the Courts — Gale A. Dreas, Dorothy Ignatof, Thomas P. Brennan

...in Planning Jail Mental Health Services — Dennis McCarty, Henry J. Steadman, Joseph P. Morrissey

...Offender Reconciliation: An Incarceration Substitute? — Howard Zehr, Mark Umbreit

DECEMBER 1982

Federal Probation

A JOURNAL OF CORRECTIONAL PHILOSOPHY AND PRACTICE

Published by the Administrative Office of the United States Courts

This Issue in Brief

Shadows of Substance: Organized Crime Reconsidered.—Authors Martens and Longfellow discuss contemporary perceptions of organized crime and how they affect public policy. Arguing that organized crime is neither parasitic nor exclusively functional to the maintenance of the social order, they suggest that organized crime must be perceived as a process. At historical times, organized crime is functional and at other times it is exploitive. The authors assert that contemporary research is empirically weak, ethnically biased, and inappropriately focused by a poor data collection methodology.

Organized Crime, RICO, and the Media: What We Think We Know.—RICO was legislated to combat Mafia-style organized crime. Authors Wynn and Anderson maintain, however, that the precise Congressional target is unclear. RICO provides a formal notion of organized crime whose key is the proof of a "pattern of racketeering activity." But this means only the commission of two predicate offenses within a 10-year period. One result is a body of cases whose only common denominator is unfettered prosecutorial discretion. In addition, Federal jurisdiction and surveillance powers are greatly increased.

Adolphe Quetelet: At the Beginning.—Professor Sawyer F. Sylvester of Bates College reveals that an empirical approach to the study of crime can be found in the history of criminology as early as 1831 in the writings of the Belgian statistician, Adolphe Quetelet. In his work, *Research on the Propensity for Crime at Different Ages*, Quetelet makes use of government statistics of crime to determine the influence of such things as education, climate, race, sex, and age on the incidence of criminal behavior. He not only establishes relationships between these factors and crime but, in so doing, develops a methodology for the social sciences which is still largely valid.

Behavioral Objectives in Probation and Parole: A New Approach to Staff Accountability.—Many probation and parole agencies have initiated programs of risk and needs assessments for clients in an effort to manage caseloads more effectively,

CONTENTS

reports Dr. Alvin Cohn of Administration of Justice Services. By taking such programming one step further, namely by developing behaviorally anchored objectives, workers can maximize available resources in directing clients toward realistic and relevant outcomes, he states. Workers can thus be held accountable in the delivery of specific services.

The Use of "Third Sector" Organizations as Vehicles for Community Service Under a Condition of Probation.--The increasing use of community service as a condition of probation has provided probation officers with improved opportunities to use such assignments as a way of teaching responsible citizenship as well as achieving community improvement. This article, by Deputy Chief Probation Officer Jack Cocks of the U.S. District Court in Los Angeles, reflects some of the recent developments in formalizing service programs in public benefit "third sector" organizations designed to carry out new strategies of networking.

Not Without the Tools: The Task of Probation in the Eighties.—Traditionally, the role of the probation officer has been viewed as dichotomous with supervision involving maintaining surveillance and helping the clientele. This dilemma is likely to remain with us in the next decade as the field of probation faces the challenge of stiffer sentencing policies. Authors Marshall and Vito outline some of the difficulties to be faced by probation officers and suggest some methods of dealing with them.

Inside Supervision: A Thematic Analysis of Interviews With Probationers.—This article by Dr. John J. Gibbs of Rutgers University contains an analysis of taperecorded and transcribed interviews with 57 probationers in two New Jersey counties. The interviews were structured to elicit the clients' perceptions of probation and to explore their concerns. Each subject was asked to describe his probation experience, and to respond to an orally administered Self-Anchoring Striving Scale, a measure of satisfaction.

Writing for the Reader.—Nancy Hoffman and Glen Plutschak of the Maryland Division of Parole

and Probation discuss the pitfalls of the bureaucratic style of writing often developed by criminal justice professionals. Such writing is generally characterized by poor organization, extremely long sentences, over-used jargon and unnecessarily complex words. The results are documents which are difficult to read. The authors stress the importance of writing readable communications which are clear, concise, and to the point.

The Male Batterer: A Model Treatment Program for the Courts.—Authors Dreas, Ignatov, and Brennan examine the male batterer from the perspective of court-ordered treatment. A 30-week group treatment program is described in which various aspects of domestic violence are considered, with the ultimate goal being cessation of abusive behavior. Specific steps taken regarding program development and implementation are presented and a description of additional adjunct services is also provided.

Issues in Planning Jail Mental Health Services.—One impact of deinstitutionalization of state mental hospitals noted by many authors is an increased need for mental health services in local jails. Given current fiscal constraints and community attitudes, program development in the 3,493 jails in the United States is often very difficult. In this article, Messrs. McCarty, Steadman, and Morrissey assess the range and structure of mental health services in a national sample of 43 jails.

Victim Offender Reconciliation: An Incarceration Substitute?—Howard Zehr and Mark Umbreit describe the Victim Offender Reconciliation Program (VORP) operated by PACT in Indiana. The program allows for a face-to-face meeting between victim and offender in which facts and feelings are discussed and a restitution contract agreed upon. Trained community volunteers serve as mediators. VORP can serve as a partial or total substitute for jail or prison incarceration. Eighty-six percent of all cases represent felony offenses, with burglary and theft being the most common.

Shadows of Substance: Organized Crime Reconsidered

BY FREDERICK T. MARTENS AND COLLEEN MILLER-LONGFELLOW*

ORGANIZED CRIME, a criminological phenomenon, remains more elusive today than when it was first introduced in the 1920's by the late criminologist Edwin Sutherland. It has been defined and refined by a number of scholars, law enforcement officials, and journalists all of whom have generally equated organized crime with Italian-Americans and more specifically, the Mafia and La Costra Nostra. This convenient method of describing organized crime has resulted in a mystique which fails to adequately address the more significant issues—those which are essentially matters of public policy. If, as history has proven, organized crime is an integral part of American society, providing disenfranchised minorities with a stake in the system, what should the public policy toward organized crime be? If organized crime represents the "queer ladder of social mobility," is not the answer to organized crime control that of ethnic/racial assimilation? And if ethnicity only represents a convenient way of explaining organized crime, but bears little resemblance to the "real" world of organized crime, what do we replace this image with which is consistent with the "real" world of organized crime?

If the last decade has taught us nothing more, we have developed a greater sensitivity towards and appreciation of the phenomenon of organized crime. Yet, we remain fixated to simplistic explanations which either describe organized crime as a "parasite which fattens on human weakness" or an institution symbiotically related to the larger society, drawing its strength and resources from a communal commitment to organized crime. Clearly, neither description is true or false; both represent diabolically opposed reflections of the researchers' reality. The ambiguity which characterizes contemporary explanations of organized crime has in many respects contributed to the confusion which has enveloped what can best be characterized as an "ill-defined" public policy.

Organized Crime: Fact or Fancy?

While the concept of organized crime emanated out of the Chicago School of Sociology in the late 1920's, it was not until the seventies that this concept has been critically evaluated and critiqued by a number of scholars (Abadinsky, 1981). Cressey, Salerno, Blakey, and Kwitny represent that school of thought which perceives organized crime as a close-knit criminal conspiracy, designed to subvert the economic and political order (Cressey, 1969; Salerno, 1969; Kwitny, 1979; Blakey, 1980). Conversely, Hawkins, Smith, and Homer basically argue that the reality of organized crime could be characterized as a social system of interlocking interpersonal relationships void of any definitive structure, central control, or definable chain of command (Hawkins, 1969; Smith, 1975). Contrary to the arguments of the so-called "traditionalists" (Cressey, Salerno, Blakey and Kwitny), Hawkins, Smith, and Homer are implicitly suggesting that the traditionalist's view of organized crime is far too static and ordered.

While we are cognizant of the arguments which transcend the entire spectrum of organized crime theory, the evidential data seemingly supports the findings of the "traditionalists" in one sense: There exists a national criminal organization which has a ritual for admittance that only a select number of persons of Italian ethnicity are permitted to partake in it (Voltz, 1960; Zeigler, 1970). As to whether this organization is as rigidly structured as Cressey, et al., suggest remains open to considerable debate, as are other issues (e.g., the extent of violence, its revenue-generating capabilities, etc.) which are often propagated. The preponderance of evidence demonstrates a national organization of career criminals, commonly referred to as the "Mafia" or "La Cosa Nostra." As for the inconsistencies which occasionally surface when information is made public (via courtroom or legislative testimony), it is obvious that court testimony is not necessarily designed to elicit the *whole truth* (due to evidential considerations) and legislative commissions are often more intent on gaining public exposure by highlighting the more exotic nuances. Understandably (yet

*Mr. Martens is an adjunct professor of sociology and criminology at Upsala College, Wirths Campus, Sussex, New Jersey. Ms. Longfellow is an intelligence research analyst for the New Jersey State Police.

8779S

Behavioral Objectives in Probation and Parole: A New Approach to Staff Accountability

BY ALVIN W. COHN, D. CRIM.*

Administration of Justice Services, Rockville, Maryland

A S A CONSEQUENCE of diminished resources and increased caseloads, probation and parole agencies are experiencing significant crises. At least four factors will impact the quality of future programs and delivery systems of services: (1) appropriateness of agency-based goals and objectives; (2) managerial effectiveness; (3) commitments to old dogmas and philosophies of services; (4) and staff accountability at all levels within the hierarchy.

It is axiomatic that a formal organization needs not only a mission, but a set of explicit goals and

objectives to provide direction. This direction, in turn, is translated into a programmatic thrust that is understandable, appropriate, and responsive to service-oriented mandates. These goals and objectives cannot be mere slogans, such as "rehabilitation of clients," "protection of society," or "reduction in recidivism." These are meaningless statements, cannot be measured, and provide no assistance to organizational incumbents seeking appropriate processes for the implementation of the agency's mission. In fact, they may even be dysfunctional as they legitimate entrepreneurial behavior, encourage worker deception, and reduce the likelihood of offering meaningful services to clients.

The use of such slogans may be acceptable for public consumption and may reflect what is sometimes called the "art of imprecision."[1] That is, while most managers have explicit goals and objectives in mind, some managers are effective because they are unwilling to commit themselves publicly to something which is very specific. To do so would constrain the agency when it needs to be flexible in the face of both internal as well as external pressures. However, it is the effective manager who, nonetheless, expresses explicit goals and objectives within the organization, and sets both the direction and strategy for implementation in clear, understandable, and feasible language. This results in a clear mandate to all workers, regardless of position, of their precise roles, responsibilities, and duties.

If a formal organization can be defined as a social system of people in interaction in goal-directed behavior, then it is the manager's responsibility to shepherd the agency toward a successful path. He ensures that appropriate resources are developed and deployed, plans strategies for their utilization, and demands goal attainment from all subordinates. The degree to which this manager also manifests leadership in the process may be important, but this is not crucial for satisfactory organizational performance. However, the manager must maintain a systemic view of the organization so that all aspects of the agency, including its human resources and its actual programs and services, work in concert insofar as goal-directed efforts are concerned. An agency may not be successful in reaching its stated goals and objectives, but the manager has an obligation to try to achieve them. This also means that the manager not only plans, directs, controls, and programs, seeking as effective an organization as resources will permit, he also must evaluate personnel and programs in order to assess the extent to which the goals and objectives have been met and the mission of the organization fulfilled.

Although the contemporary correctional manager is perceived as somewhat more progressive and innovative[2] than his predecessors were,[3] evidence exists that many remain committed to old dogmas and philosophies of service. Probation and parole programs remain essentially the same today as they were over 100 years ago. Spurred by Mary Richmond's *Social Diagnosis* in 1917,[4] the casework approach in dealing with offenders continues to serve as the foundation for most clinical work in the field. This medical model has as its premise the notion that most offenders are "sick" and in need of "cure." As a consequence, agencies and their incumbents have sought ways and means to improve on the treatment (rehabilitation) aspects of their work. Notwithstanding the innumerable findings that rehabilitation has not proved effective in controlling or preventing crime and delinquency, probation and parole agencies have consistently remained committed to finding the ideal means to effectuate changes in offenders through clinically oriented processes.

Agencies have also remained committed to finding ideal processes for providing actual services; i.e., how to maximize the talents and skills of workers in providing what is assumed to be client needs. Therefore, treatment strategies generally remain high in priority to correctional managers, even though they have failed to correct, been costly, and wasteful of scarce resources. Many probation and parole agencies still try to be all things to all people at all times. They deal with problems of clients that have little or no bearing on criminal behavior and attempt to develop inhouse expertise in areas for which incumbents have had no formal training. It is no wonder, then, that corrections and its managers have been described as failures.[5]

It is the fourth area of concern, namely staff accountability, that may help to change the world of corrections. Historically and traditionally, the failure to correct clients has not been laid at the doorstep of correctional agencies, even though

[1]Frank T. Paine and William Naumes, *Organizational Strategy and Policy*, 3rd ed., Chicago: Dryden Press, 1982:31.
[2]Alvin W. Cohn, "Management and the Criminal Justice Nonsystem: A Descriptive Study of the Nebraska Manager," unpublished paper presented at the Nebraska Crime Symposium, Lincoln, June 1982.
[3]E. K. Nelson, Jr. and C. H. Lovell, *Developing Correctional Administrators*, Washington, D.C.: Joint Commission on Correctional Manpower and Training, 1970; and Alvin W. Cohn, "Decision-Making in the Administration of Probation Services: A Descriptive Study of the Probation Manager," unpublished doctoral dissertation, Berkeley: University of California, 1972.
[4]Mary Richmond, *Social Diagnosis*, New York: Russell Sage Foundation, 1917.
[5]Alvin W. Cohn, "The Failure of Correctional Management," *Crime and Delinquency* 27(1973):323-331; "The Failure of Correctional Management—Revisited," *Federal Probation* 43(1979): 10-15; and "The Failure of Correctional Management—Reconsidered," *Criminal Justice Review* 6(1981)2: 55-61.

they are the ones who receive the final blame. Instead, it is the client who has been called intractable, unwilling to help himself, uncooperative, unchangeable, and one who figuratively has given corrections a "bad" name. Only recently has there been an effort to analyze organizational policies and worker decisionmaking in an effort to determine agency procedures that impact client success.[6]

Further observation also reveals that judges and parole boards are increasing the frequency with which they question workers about service delivery systems. That is, they are sometimes asking if different strategies of intervention, better use of community resources, and/or improved techniques by workers would have averted failure. In effect, progressively oriented superordinates are increasing their demands for higher levels of worker and agency accountability than was ever evident in the past.

Correctional agencies have always been accountable in one form or another. They are answerable to the general public. They are answerable to political superiors. They are answerable to funding agencies. Such accountability has impacted organizational success in terms of expanded resources and sometimes even acceptability in the political community. Agencies and their managers frequently survive if "the lid is kept on" and "the boat is not rocked." This kind and level of accountability, however, has not ensured higher levels of organizational success, namely that concerned with fulfilling service mandates.

If clients and communities do not receive the kinds of services and programs at levels which they should expect, who will complain? Who will demand greater levels of effectiveness? Who will insist on improvement? The answers obviously are not easily derived. Corrections has hidden behind the walls of the prison and the file cabinets of agencies for so long that few in the community really understand what the agencies are supposed to do. Therefore, complaints from clients fall on the ears of the hearing impaired; complaints from citizens are based almost exclusively on fear and ignorance; and the demands of reformists are perceived as meddlesome.

It is possible that greater concerns for and commitment to processes of worker accountability, at all levels within the hierarchy, can bring about some meaningful change in correctional practices. The initiation of accountability, however, must be based on several premises:

(1) The agency itself must have a set of meaningful and appropriate goals and objectives that reflect earnest efforts to fulfill expected and reasonable mandates derived from realistic public policies.

(2) Top management must be interested in and committed to evaluation processes that will answer the question: How well are we doing?

3) Utilization of and advocacy for needed community resources must receive high priority from top-level managers.

(4) Workers must be provided appropriate supervision to ensure high levels of productivity and adherence to declared policies and procedures of the agency.

(5) The old dogma of trying to treat, rehabilitate, or change the total life systems of *all* clients must be abandoned and in its place must be a policy of intervention strategies designed to deal exclusively and only with criminogenic factors, i.e., only those forces which seem to propel the client into delinquent behaviors.

(6) Agency management must be willing to set reasonable standards of performance for both staff and clients: expectations of behavior that can be monitored as well as assessed. Failure to respond to minimal levels of performance should result in strong measures of discipline for staff as well as clients.

The development of a means to hold workers (and clients) accountable can be achieved if the above premises are recognized and implemented and if a *process* for creating behavioral objectives in each case situation is developed. It will be through the process of objective development and implementation that effective services can be delivered, workers and clients will know precisely what performance is expected of them, and assessments can be made of the degree to which agencies can attain their own goals and objectives. With such measurable success, it may be possible to reverse the image now held of correctional agencies that they are impotent, incompetent, and a failure.

Risk and Needs Assessments

In recent years, many probation and parole agencies have utilized risk assessment devices to determine on a scientific basis the likelihood of client success. Based on selected factors, validation studies have suggested that it is possible to develop base expectancy tables and determine, as

[6]Clarence Schrag, *Crime and Justice: American Style*, Rockville: National Institute of Mental Health, Center for Studies of Crime and Delinquency, 1971; J.P. Reed and C.E. King, "Factors in the Decision-Making of North Carolina Probation Officers," *Journal of Research in Crime and Delinquency* 3(1966): 120-128; Paul Takagi, "The Effect of Parole Agents' Judgments on Recidivism Rates," *Psychiatry* 32(1969)'192-199; and A. W. Cohn, op. cit, supra note 5.

a consequence, the level of supervision indicated in a particular case situation. It remains to be tested whether this process will have any real impact on success rates (however they may be defined), but, at least, it demonstrates a willingness on the part of the agency to approach delivery systems of services from a more empirical than intuitive base. Nonetheless, the process looks at behaviors and client demographic characteristics and helps to determine how the agency (and worker) should deal with a client. It also helps to determine the nature of the intervention strategy; i.e., level of worker involvement.

Needs assessments have also become valuable tools in planning for client services. Although generally more subjective than risk screening devices, they, nonetheless, attempt to go beyond the presentence investigation report and prerelease plan by identifying those factors which appear to be most relevant in the offender's life, particularly those which appear to have criminogenic impact. One of the shortcomings of needs assessment instruments, however, is that they reflect total client concerns and problems. Therefore, workers are not always sensitive to the sense of priority in selecting those needs only which seem to be related to criminal behavior. Consequently, needs assessments tend to serve as legitimation for total intrusion in the offender's life, regardless of the nature of the problem. They legitimate the worker's role as a treator, rather than, at times, being only a facilitator or broker (vis-a-vis Community Resources Management Team) to ensure that services are provided, but by external agents.

The needs assessment can be a valuable tool in the hands of a competent worker. Even if it is completed subjectively or intuitively, it can provide important data and information about areas of appropriate concern for agency-based interventions. As indicated above, it can also provide the needed information to make proper referrals to community-based agencies. Aggregated data about client needs, particularly those for which the correctional agency offers no direct services, can be useful in the advocacy process to ensure their development in the community. By engaging in such advocacy, the correctional manager not only ensures that clients receive needed services, linkages between corrections and the community can be forged. Boundary agencies can be strengthened and greater systemic efforts to control, prevent, and otherwise deal with crime and delinquency can be enhanced. Advocacy in the community can also help to ensure that the correc-

tional agency is not alone in its responsibility to secure the needed resources to provide clients with needed services.

Steps En Route to Objectives

There is a number of steps which must be followed en route to the development of behavioral objectives for the offender. It is important that the officer review the entire case file, the results of client and collateral interviews/contacts, and any other available materials (e.g., psychiatric reports, prior record, police information, etc.) to determine as adequately as possible the basic needs of the client. Once these needs are enumerated, they should be scrutinized to determine their strength (i.e., how much of an impact the need has on the client, especially regarding causation of crime), as well as their alterability (i.e., if addressed, the likelihood of helping the client refrain from further criminal behavior).

The supervising officer will also have to set the needs in some sense of priority (i.e., the most influential needs as they may be related to criminal behavior), and determine what resources will be needed to deal with the expressed need. These resources may be within the agency or in the community. The availability and quality of the resources will have to be assessed, also. This is a crucial step, for if vocational training is needed, as an example, but the services in this area in the community are poor and the agency is unable to provide competent assistance, the need, although of a high priority, might have to be relegated to a lesser position of importance: There is no point in trying to resolve a problem if the resources needed to do so simply are not available.

Building reality-based objectives is the very thread from which the behavioral cloth is woven. The resource threads must be of high quality, or the fabric will be poor, uneven, and certainly not durable. Utilizing poor resources, whether they are within or without the agency, will only perpetuate the kinds of failures in dealing with offenders that has permeated corrections for decades. (The relationship of needs, resources, and objectives to each other is depicted in Illustration II.)

Once the above needs are identified and categorized, it is important to create a set of behavioral objectives, developed by both the worker and client, and which deal with issues, problems, and needs as they reflect mutually agreed-upon priorities and assessments of required resources. The offender must be helped to understand the supervising officer's evaluation of

the various needs as they relate to both prior and projected criminal behaviors. The client must also be apprised of the limits of the agency in serving his or her needs, as well as any limitations that may exist insofar as needed community resources are concerned. Thus, the "limiting process" needs to be initiated which will clear the way for the development of reality-based behavioral objectives. The objectives, then, become expected supervision outcomes which, at the outset, appear to be achievable. Further, they articulate the areas of the offender's life which will receive the most attention—areas which are thought to be changeable and which are related to criminal behavior.

The need for identifying intended outcomes of supervision at the initial stages of supervision stems, in part, from the very nature of the officer-client relationship. The supervising officer needs to make visible the level and extent of the intrusiveness of supervisory direction. In doing so, the officer, in collaboration with the offender, identifies intended outcomes by using measurable criteria of change (such as actual behaviors) rather than less tangible offender changes (such as attitudes). Through this process, linkages between the supervision plan, the offender's real behavior, and the crime-related dynamics of the case are made explicit. Hidden agendas and absolute discretionary behavior on the officer are thereby limited, which may even help to build the kind of trust most officers attempt to develop with their clients.

Additionally, the setting of objectives which are behaviorally anchored assist the supervising officer in setting limits of involvement in the case. It helps to establish and maintain a sense of order and the priority areas which must and should be dealt with in the case situation. It helps to preclude the officer's attempt (even desire) to be all things to all people at all times. It helps to be more precise in developing change strategies, it helps to assure accountability, and it helps to facilitate not only the measurement of outcomes, but the assessment of performance as well.

Writing Behavioral Objectives

An objective is a statement of intent that is specific enough to tell you "how to recognize it when you see it." It is a specific statement about intended outcomes that allows someone to know what exact change is expected at some definite time in the future. (Short-range and long-range objectives differ only in terms of time frames.) If an objective is behaviorally anchored, it deals with some kind of visible performance. It cannot be an

abstraction or hypothetical construct (such as a state of happiness, or satisfied); it must be related to a specific behavior or activity that is assessable (such as employed, going to school, or paying restitution).

Once agreement is reached on the outcomes expected in the case situation, the task of writing meaningful objectives must be undertaken. Therefore, writing them in a manner that facilitates their being effective tools in dealing with the client is crucial. Therefore, they must be understandable, deal with only one outcome for each objective, be attainable according to resources available, and clear in terms of expectation. The objective deals only with the desired outcome; it does not describe the process for achieving it.

There are several guidelines available in learning to write objectives:

(1) It should start with the word "to" followed by an action verb (e.g., To complete the XYZ auto mechanics course offered by Company A by November 1984.).

(2) It specifies a single outcome to be accomplished.

(3) It specifies a target date for completion.

(4) It specifies only the "what"; it does not deal with the "why" and "how."

(5) It relates to a behavior of the client or the worker (e.g., To make an appointment for Client X within the next 2 weeks for an intake interview at ABC Mental Health Clinic; To present yourself within the next 2 weeks at ABC Mental Health clinic for an intake interview.).

(6) It is readily understandable by those who will be contributing to its attainment.

(7) It is realistic and attainable, based on skills and sources, but still represents a challenge.

(8) It is consistent with the resources available or anticipated.

(9) It is consistent with agency policies and procedures.

(10) It is agreed to by both worker and client, and approved by a supervisor.

(11) It is recorded in writing, with copies available to the client, worker, and case file.

(12) It is periodically assessed to determine progress; it is changeable if needs, resources, or the case situation demands such.

It may be necessary to develop a series of objectives, all related to a final outcome that cannot be attained until sometime in the future. If a client has a drug problem, for example, it may be an inappropriate objective to expect total cure immediately. Therefore, the first objective may be related to

visiting a drug rehabilitation program, followed by an appointment for an intake interview, which will be followed by an objective dealing with a certain kind of therapeutic program involvement, etc. All of the guidelines previously enumerated would still apply; only the date for the final outcome contained in total abstinence (being drug free) would be postponed until it is appropriate to write such an objective.

It is imperative that objectives be written in such a way that they can be measured. Such assessments not only reveal client progress, they help to build worker accountability into worker performance. In reviewing sets of objectives for a given case, it is the supervisor's responsibility to determine the appropriateness of the objectives and the degree to which the worker is following through with behaviors needed on his or her part to accomplish them. It is possible, then, in performance evaluations, to determine actual percentages of success rates for each supervising officer. The objectives, when reviewed in the aggregate, can also help administrators determine the nature, kind, and quantity of resources needed (internal and external) for client success; assist in planning for the agency; and provide data for staff training.

Reference to *behaviorally* anchored objectives has a special significance in the area of corrections. This is due to the fact that objectives must have visibility if they are indeed to be appropriate and measurable. Therefore, use of such terms as "understand" and "appreciate," as examples, are not generally explicit enough to be useful ". . .until it indicates how you intend to sample the 'understanding' and 'appreciating.'"[8] Therefore, until actual behaviors that are involved in "understand" and "appreciate" are described, one has not anchored objectives in behavioral terms (i.e., How will I know it when I see it?). From another perspective, the use of such ambiguous terms does not reflect an expected outcome; instead such words may reflect no more than the "how's," rather than the "what's."

Mager[9] suggests that there are three components to a meaningful objective:

Behavior, which refers to any visible activity displayed by a learner (client).

Terminal Behavior, which refers to the behavior you would like your learner to be able to demonstrate at some specific time in the future (outcome).

Criterion, which is a standard or test by which terminal behavior is evaluated. Thus, it is important

[7]G. I. Morrisey, *Management by Objectives*, Reading: Addison-Wesley, 1970:52-62.
[8]Robert F. Mager, *Preparing Instructional Objectives*, Palo Alto: Fearon, 1962:11.
[9]Ibid., p.2.

for a supervising officer to identify, first, the actual *terminal behavior* or outcome desired; second, to define further the desired behavior by describing the important *conditions* under which the *behavior* will be expected to occur; and, third, to specify the *criteria* of acceptable performance by describing how well the client must perform to be considered acceptable.

An example would be the following:

> Given a list of five potential employers (CONDITION), the client must make appointments for job interviews (TERMINAL BEHAVIOR) with at least three employers within the next 3 weeks (CRITERIA).

If the objective is written in *true* form, that is, beginning with the word "to," it would read as follows:

> To make appointments for job interviews with at least three employers within the next 3 weeks from a list of five potential employers.

Whether or not all objectives must be as precise as the above illustration may be questionable, since, as Professor Todd Clear points out, the nature of client behaviors may not always lend themselves to the kind of precision that one could write in the classroom laboratory. It may make little sense, for example, to try to include "conditions" and a "criterion" for the objective "to discontinue use of heroin within the next 2 months." On the other hand, "absent an excuse accepted by the supervising officer, the client will not be more than 15 minutes late for any office visit" includes all three of Mager's components of objectives and may be a useful objective in an attempt to change client behavior (i.e., teach responsibility), even though the objective is not written in *true* form.

If all components cannot be explicated, every objective must, at least, include the expected (behavioral) outcome; that is, something must be measured at some specific time in the future.

Overloading Cases With Objectives

A case should not be overloaded with behavioral objectives. Much, of course, depends on the nature of the case situation, the priorities of needs/problems, available resources, and the level of effort that will be required by the client to attain the agreed-upon objective(s). Further, if the worker is going to be held accountable for assuring success in the case, overloading can lead to a disastrous performance appraisal and failure on the part of the client. The converse is also true, namely, the underloading of objectives. To avoid risk on the part of the worker is something the

supervisor should monitor. Adding objectives that are appropriate as the case progresses may be desirable. Certainly, this should be a consideration as the client responds successfully, yet has unmet needs which impact criminal behaviors.

It is important to note that the court or parole board may set objectives in the case which the client and the worker must accept. Since neither probably will be mindful of the importance of setting these objectives in measurable and behavioral terms, it is imperative that the supervising officer translate these expectations into behaviorally anchored terms. Further, it is important that both the client and worker respect the level of priority this kind of objective has. Consequently, as an example, if the court orders the client "to pay restitution to the victim," it may have to be translated into: "To pay restitution to victim X of at least $10 per week until the amount of $450 is paid."

Resource Assessments

If a risk screening device is utilized in the agency and the client assigned to a level of supervision, a needs assessment completed and set into priorities, and the critical (initial) objectives set, the final step in the preparation of the intervention strategy is to list and assess the resources that will be needed to achieve each of the important behavioral objectives. Specific resources are listed rather than general functions or activities because the intent later will be to evaluate the utility of those resources for assisting in meeting objectives.

Therefore, titles such as XYZ Mental Health Clinic would be used instead of the general description of "individual counseling." Matching resources with specific objectives also assists the supervising officer in determining whether or not a proposed objective can be met. For example, if intensive psychotherapy is indicated and of high priority, but such a resource is unavailable, an alternative resource will have to be selected, or the objective, unfortunately, will have to be scrapped. "Supportive counseling by the officer" may be the best resource available. Here, of course, the officer will have to use good judgment in making determinations.

However, a number of variants in identifying resources can be used. For example, it may be the case that more than one resource will be related to an objective. If so, then a "primary" and "secondary" resource can be listed. Conversely, the same resource may be intended to achieve several objectives.

Frequently, the officer (or general supervision process) will be the major means for achieving an

objective. In such a case, the officer can specify the resource as "individual counseling by the officer," as indicated above. Whether the resource is internal or external, it is helpful to have a subjective rating of the perceived quality of the resource for achieving the specific objective. The officer may rate the resource as excellent, good, fair, or poor in quality. However, it must be recognized that such a rating may not reflect the overall quality of the resource itself, but the applicability to the given client or to the objective itself. Thus, the supervising officer may believe that the resource (including his or her own skills) is generaly of high quality, but it is unfortunately ill-suited to meet a particularly difficult, complicated, or infrequent objective in certain kinds of cases.

Supervision Tools

After the diagnostic and planning instruments have been completed, including the objectives, they remain to be used as tools for supervision. As tools, reference should be made to them frequently as guides in conducting and evaluating supervision activity, which should be viewed as an ongoing process. Two methods can be used to help ensure that the basic plan is dynamic and meaningful.

The first is to include a narrative summary, which is the most common method of recording case observations, contacts, and other pertinent chronological data about supervision. Such a record, of course, must contain the actual objectives.

The second method is to use a progress report, which is simply a regular (perhaps monthly or quarterly) evaluation of the offender's performance on the achievement of objectives. The objectives can be evaluated as "achieved," "good progress," "fair progress," "poor progress," "no longer applicable" (based on changes in the life situation of the client, changes in resources, and/or the replacement of the objective by one of higher priority.

The evaluation of objectives should coincide with the regular review of the risk screening device, changes in levels of supervision, and with any other instruments that are reviewed periodically. Even if a client's level of supervision is not changed, it may be time to reassess priorities and objectives as new problem areas are discussed and identified. This, in effect, helps the supervising officer to determine what, if any, changes are indicated in the case situation and how the client should be supervised during the next specified period of time while under supervision.

Workers should not hesitate changing objectives, as long as they can be documented to be useful and appropriate for supervision purposes. As new resources are created or old ones lose their potency, objectives should be reviewed to determine how they will be met. Policy and procedure changes within the agency must also be reviewed to determine the degree to which case objectives fall neatly into proper and legal place. Further, if a client is uncooperative, it may be necessary to change objectives in order to facilitate greater surveillance and monitoring of the client's behavior.

Thus, it is the evaluation of the case and its objectives that completes the information loop and provides the basis for feedback on supervision effectiveness: What objectives tend to be achieved? What objectives seem to have the greatest impact on reducing criminal behavior? What resources are needed (internal and external) to assist workers in helping clients achieve success with their objectives? What does top-level management need to do to assist line staff in accomplishing their mission? How can clients be helped to achieve early termination? What training may be needed to help workers do their jobs more effectively? How might caseloads be arranged to facilitate the achievement of objectives insofar as worker performance is concerned?

Accountability and Performance Appraisal

It should be obvious from the above that behavioral objectives for clients can have a dramatic impact on agency goal attainment, especially if they are clear, appropriate, and responsive to community and client needs and demands. The role of the worker, especially at the line level, is crucial to an agency's achieving even a modicum of success. In the past unfortunately, workers not only have been asked to do too much, they have attempted to do too much for and with clients on their own initiative.

The setting of behavioral objectives in each case situation can help to avert this practice, since the process tends to delimit worker interventions. Further, if workers adhere to a policy of setting into priority only those needs and problems which are related to criminal behavior, allowing outside resources to deal with other issues, it may be possible to improve the quality of probation and parole services. While this might appear to be limiting actual services and programs, the reality is that only appropriate services would be rendered and then, in measurable ways.

Workers want to be evaluated in terms of their performance, but they tend not to want to be held accountable for specific activities. Using behavioral objectives deals with this issue, for the process demands that the worker indicate precisely what he or she hopes to accomplish (outcomes) in each case. Assuming that the agency provides the necessary resources to accomplish such activities, a team is developed to meet client needs: the agency, the worker, the client, and (sometimes) the community. Each has a role to play, each has specific responsibilities, and each can be evaluated in terms of productivity.

There is a role for the supervisor to play and it is an important one. It is this person who must monitor and assess worker and client progress. It is the supervisor who must determine not only the appropriateness of the various case objectives, but the worker's assessment of the resources needed to bring about success. Instead of using subjective means for performance appraisal, then, the supervisor has something to measure: the actual success in attaining objectives, as well as the antecedent setting of them.

Accountability in probation and parole has been long in coming. No one has really cared that much about the quality of services and programs, unless the agencies (or their superordinates) were under attack. Through behavioral objectives and their meaningful implementation, it will be possible for an agency to measure its performance. It will be possible to demonstrate that success is not that elusive or mystical. It will be possible to show manifestly that probation and parole have control over their workloads and use internal as well as external resources wisely, prudently, and successfully.

ILLUSTRATION I

EXAMPLE OF COMMON ERRORS IN WRITING OBJECTIVES*

INCORRECT EXAMPLE	CORRECTED EXAMPLE
NON-BEHAVIORAL:	**BEHAVIORAL:**
1. To improve relationship with father	1. To stop fighting with father
2. To develop self-control	2. To be at home by 10:00 pm on weekdays
3. To accept responsibility for behavior	3. To earn money to pay neighbor for broken window within 3 months
NON-CLIENT-RELATED:	**CLIENT-RELATED**
1. To get probationer to stop stealing from mother	1. To stop stealing from mother immediately
2. To help probationer stay in school (not get expelled)	2. To stay in school (not get expelled) for remainder of term
3. To motivate probationer to discuss problems with parents	3. To discuss problems with parents
NON-SPECIFIC:	**MORE SPECIFIC:**
1. To go to school	1. To attend school regularly with no unexcused absences each month
2. To stop fighting	2. To go one month in school without fighting with peers
3. To improve school performance	3. To receive no grades below "C" this term
COMBINATIONS:	**CORRECTED:**
1. To get probationer to develop inner controls	1. To stop stealing from neighborhood stores
2. To relate better to probation officer	2. To discuss daily activities openly with probation officer when asked
3. To have probationer attend mental health clinic	3. To make and attend regular appointments at the mental health clinic until diagnosis is completed

*The reader should note that all objectives are written in proper or true form, especially since they are not complete, do not have times and places indicated, and do not always answer the "what" and "who." Space limitations preclude each being written as appropriately as possible.

FEDERAL PROBATION

ILLUSTRATION II

CASE SUMMARY*
NEEDS, OBJECTIVES, AND RESOURCES

CLIENT_____ WORKER_____

DISTRICT_____ DATE_____SUPERVISOR_____

NEED	OBJECTIVE	IMPORTANCE OF OBJECTIVE	RESOURCE	RATING OF RESOURCE
1. Employment	—To obtain full-time employment within month	Critical	—State Unemployment Service	Poor
	To obtain at least 1 job interview per week until employment obtained	Critical	—Private employers	Good
2. Education	—To attend adult education classes 2 nights per week in chosen area	Somewhat Important	—Night High School	Excellent
3. Parental Relationships	—To move out of parent's home within 6 weeks at site approved by PO	Very Important	—PO Counseling —Jones Realty	Good
4. Alcoholism	—To consume no more than 2 beers per night and 6 on weekend nights	Important	—PO Counseling	Good
5. Peer Relationships	—To cease association with co-defendant within 3 weeks	Critical	—PO Counseling	Good
	—To join a social club at church within 2 weeks	Critical	—Rev. Smith	Excellent

RISK SCREENING RE-ASSESSMENT COMPLETED_____Date_____

LEVEL OF SUPERVISION _____

CHANGES IN OBJECTIVES_____

_____

_____

_____

DISTRICT SUPERVISOR APPROVAL_____Date_____

* Each objective is not written according to proper or true form. They are used illustratively to make conceptual and procedural points. The instrument itself should be revised to meet agency policies and procedures.

END