

PROBATION IN EUROPE

Bulletin of the Conférence Permanente Européenne de la Probation

A Profile of a Vice President of CEP

Maija-Liisa Kukkonen



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In August 2001 the work and staff of the Kriminaalihuoltoyhdistys, the Finnish Probation Association, were transferred to the Ministry of Justice as one of the four units of the Criminal Sanctions Agency which has responsibility for both prisons and probation. Finland was the only Scandinavian country where work with offenders in the community had remained the responsibility of an independent organisation and the changes in Finland are part of a process observed throughout Europe whereby government is taking more control of probation services.

» In Finland the immediate and declared reason for the change was a new constitution which reserved to the state the powers over citizens now exercised by probation services but it can be safely assumed that the reasons were also as elsewhere in Europe. Probation services have become larger, more complex, state funded organisations playing a crucial role in criminal justice policy and it is understandable that ministers are keen to have more direct control.

Maija-Liisa Kukkonen had been the acting Director of the Kriminaalihuoltoyhdistys following the retirement of Harri Montonen in February 2001. Those in CEP who knew Harri will be sad to learn that he died this

summer. Maija must have been a very strong candidate for the new position of General Director of the probation service within the Criminal Sanctions Agency but she made no assumption that she would simply move into the new post for which she had to compete. In August last year she moved into her new role as the new agency was established.

Maija has spent virtually all her working life in the probation service. It nearly was not so. On graduating from the University of Helsinki with a masters in political science she had planned to go and work in Zambia but someone somewhere thought that the job was not suitable for a woman and this aspiration was frustrated. Anyone who »

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has heard Maija speak of her visits to Africa in later years will recognise that this interest has never died but it was to social work training in Finland that she turned. Maija became a probation officer in 1973 and was initially in a team working with young offenders. She later worked as a probation officer and then team leader working with adult prisoners on release. The team provided both supervision and, on a voluntary basis, personal support and practical resettlement.

Maija recalls how she gradually came to recognise the limitations of responding to practical problems alone. Ex prisoners were grateful to be found somewhere to live but often they did not settle. A great deal of effort too often produced little long term result. The ethos at the time was one of helping not enforcement. Probation officers professed little interest in the offences their clients had committed.

In time Maija became an assistant director, director of the Helsinki office and then the development manager at the central office with a broad role in support of the Directorate.

Of what is Maija Kukkonen most proud? She is pleased that the organisation has survived a great deal of change and come through it all in generally good health. Probation officers remain devoted to their work though

'Probation officers remain devoted to their work'

they have high caseloads and have had to cope with changes caused by re-organisation, new legislation and computerisation. Maija finds probation staff in Finland open to new ideas and ready to work to new targets to reduce recidivism and to rise to the challenge of 'What Works'. Maybe it is because she knows where they have come from that her leadership here has been so effective.

Speaking of herself Maija feels that she is able to direct energy in positive directions and to enable staff to feel in safe hands. She is not a 'soft' leader but she sees her front line staff as the experts and believes that her task is to lead and direct that expertise. The task of re-organisation has demanded a lot of attention but Maija now looks

forward to having the time for networking with other authorities to highlight the value of community sanctions and to create a good climate for the practice of probation.

Maija joined the Board of CEP in 1998 and was elected as one of the two Vice Presidents in Malta in 2001. She recalls that, as a practitioner, she was an active trade unionist and that she valued the wider perspective that brought to her work. She sees CEP as providing opportunities to check out one's vision and practice against that of other countries as a spur to development and to

'Things are not so bad back home'

provide perspective – often a feeling of relief that things are not so bad back home. She also values the friendships formed through CEP and says that that being active in CEP means that there is a wide network people you can call all over Europe for help and advice. Finland may be on the edge of Europe but it is at the heart of CEP. <<

A new approach to tackling car crime in Belfast

Paul Doran

Assistant Chief Officer,
Probation Board for Northern Ireland

For the last thirty years there has been a serious problem with car theft and reckless driving in Belfast. Because of the 'troubles' in Northern Ireland this issue did not attract public attention and debate but this situation changed with the ceasefires and relative peace since 1994. As in other countries recovering from conflict, there was an increase in 'ordinary' crime and a greater focus on responses by criminal justice agencies.

>> The Probation Board for Northern Ireland (PBNI) has always been committed to community involvement in the response to

crime and the management of offenders. Therefore when a group of parents approached the PBNI in 1999 to request a co-ordinated

response to the problem in one particular area (West Belfast) they received a positive response. In the past there had been several

initiatives to deal with car crime but for a variety of reasons these had not been sustained. In particular, the area of West Belfast had been central to the political conflict and there was a distrust of government and criminal justice agencies. Possibly as a result of this distrust and other factors the area has suffered disproportionately from car theft with approximately 20% of all cars in Northern Ireland stolen from this area and 30% of cars recovered there. Additionally, there have been many serious traffic collisions resulting in the deaths of perpetrators and innocent victims.

It was against this backdrop that the PBNI sought to involve all the relevant agencies and the community in an attempt to address the problem. Having secured the commitment of Youth Service, Social Services and Juvenile Justice Unit to second

staff to the project the PBNI secured additional funding from Government (Northern Ireland Office) for premises and additional workers. The project recognised that the police were central to any serious response but, in order to maintain community commitment, the management structures were set up to embrace an inclusive approach. This gave rise to the project name: IMPACT (Inclusive Model of Partnership Against Car Theft).

IMPACT operates at three levels:

1. Education and prevention programmes in schools and youth clubs.
2. Prevention and diversionary programmes for those at risk of involvement in car theft activities.
3. Supervision and surveillance of the most persistent offenders, both in the community and in custodial establishments.

In order to assist in the management

of the offenders in the third level, IMPACT is recruiting community

An excellent example of community-statutory partnership to address crime

volunteers as mentors who will be trained and supported in one to one work.

The project commenced in October 2001 and early signs of effectiveness are encouraging. There is a built-in independent research component and the project will initially run for a pilot period of 3 years. If research demonstrates that the project is effective the agencies involved should commit further resources to a project, which is led by the local community and is an excellent example of community-statutory partnership to address crime. <<

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Building probation in Bulgaria

Rait Kuuse

Head of the Probation Division
Estonian Ministry of Justice

What about Estonia?

>> Estonia started a probation supervision system in 1998. It was introduced after long discussions and analysis from the perspective of different stakeholders. Considering that we have really worked only 4 years, our results remarkable. At the present

On 24 and 25 June a conference took place in Sofia, with the participation of international experts from the Council of Europe, about the development of alternative sanctions in Bulgaria. The main purpose of the event was to assess activities in the field of alternative sanctions undertaken in Bulgaria. Among the experts assembled by the Council of Europe were Lisbet Bang from Denmark, Luisa Gandini from Italy, John Walters, Secretary General of CEP and Rait Kuuse from Estonia who provides a personal perspective on the conference and the development of probation in Bulgaria.

time our 189 probation officers are dealing with more than 7300 probationers, and the scope of our service has expanded: besides taking care of people on parole and those who are under probation supervision by court decision, we have now a new responsibility - to implement

community service. This makes our experience useful to other Eastern Europe countries, as implementing alternative sanctions is a challenge Europe-wide.

However, the Estonian system cannot be simply transferred to >>

any foreign country as it is. Every country must identify its own needs and resources and draw on the experience of others. That means, that we were not in Bulgaria as teachers, but as experts about our own systems, which did not give us the authority to know what was best for others.

What was our starting position in Bulgaria?

We had had a broad contact with Bulgarian representatives before the conference but this event provided us with a more concrete picture of their activities in the field of alternative sanctions. As in all post-soviet countries, including Estonia, Bulgaria has had and still has a problem with a high prison population and a lack of alternative sanctions. Bulgaria has recognised the need for changes in their penal system, which is a really important beginning. They also had draft amendments to their laws, which gave the conference a more concrete focus.

The positive thing was that there was a wish to create something new, to change the ways of dealing with offenders. As we understood the position,

there was a concrete expectation on the part of the government of Bulgaria to create a probation system. There were also nongovernmental organizations, which showed a willingness to take on probation activities and to start to work with offenders.

What were our observations?

We suggested to the conference that the starting point is the idea and the vision. Then one must promote and 'sell' this idea to the decision makers, to the public, to the different stakeholders. After that you have to develop a more concrete concept and strategy, which includes your mission, targets, need of resources, legislation etc. Then you have to choose, who will be responsible for the implementing this vision? These are of course the fundamentals of a planning process.

It seemed to us in June that Bulgaria had an idea but no vision. There was the will from government but no clear responsibility for leadership. Bulgaria had interested stakeholders but there was a lack of understanding about the possible services which could be provided by probation activities. Also there was insufficient

knowledge of the principles of probation work.

We felt that Bulgaria had so much planned and that if they were trying to start with so many tasks the intended result could be hard to achieve. Estonian experience is that that you must have a concrete, detailed developmental plan. It is useful to start step by step, which gives the space to evaluate and to respond flexibly to developments. Also there are financial matters; everything needs money. Money isn't growing on the trees, so we must decide on our priorities. But changes in priorities cannot happen quickly. If Bulgaria takes the risk in starting with so many tasks in probation, then it could be that, because of budgetary constraints, the new system will not work effectively.

But the important thing is that Bulgaria has started and is overall in a good position to succeed with establishing the probation. It takes a little time, but every country must follow international trends in dealing with offenders. We hope that the good relations and contacts which we made in Sofia will continue. It is always easier to criticize than to act. <<

CEP BOARD MEETS IN OXFORD

Back row from the left to the right: Jaime Martin(E), David O'Donovan (Irl), Sandra Scicluna(Malta) and John Scott (UK). Front row from the left to the right: John Walters (Secretary General), Maija-Liisa Kukkonen (SF), João Figueiredo (P), Han van der Leek (NL) and Martine Veldkamp (Executive Officer). Unable to be present: Jörg Frauenfelder (CH) and Lenka Ourednickova (CR)



CEP Workshop on offender assessment tools

Stephan Thier from Kiel reports on a CEP workshop in Vienna organised in collaboration with Verein NeuSTART, Austria and BVD Zürich.

»» Early in the summer I learned about a CEP workshop, *Diagnosis, Risk and Treatment Assessment in Probation*. My decision to attend was closely linked to my almost seventeen years as a probation officer in Germany. I had become aware that the concepts of assessment, diagnosis and treatment assessment were important but they were difficult to grasp. As a social worker in the probation service lacks reliable methods and instruments to assess risk, the stability of the client and the danger of re-offending both at the stage of preparing reports and later in the course of supervision. It was against this background that I attended the CEP workshop in Vienna to look at this theme in a Europe wide context.

The workshop was attended by colleagues from Austria, Switzerland, the Czech Republic, Finland, Great Britain, The Netherlands and Germany. This made it possible not only to work on the theme of the workshop but also to learn more about the frameworks, organisational structures and essential differences of the countries represented.

During the workshop participants introduced their work situations and described their use of any assessment methods. It became clear to me that broad international developments have been influenced by the particular ways of working in each probation service. It has also been necessary to take account of the need for standardisation and transparency and of the ethics of social work. Examples from Great Britain, Switzerland and Austria made it clear that work with offenders needs to be placed on a more solid and professional basis. The following were described in depth.

- OASys from England and Wales. This offender assessment system provides English and Welsh probation officers with an instrument which enables them to establish valid and verifiable information about the risk of re-offending, client need and intervention methods.
- The TRET system which is used in Zürich makes it clear that an extensive and specific system is needed to make reliable risk assessments on dangerous offenders – sex offenders and violent offenders.
- An assessment tool developed by an agency working in the field of drug addiction in Vienna demonstrated that methods are being developed in other agencies to provide more reliable information to inform the treatment of offenders with specific needs.

From the presentations of these systems the following seemed to me to be the key points.

- In order to work in a professional way with offenders

I need instruments for psycho-social diagnosis and supervision planning.

- Such instruments provide security for the worker connected to questions of quality and provide both documentation and evaluation.
- Diagnostic instruments provide answers to the age old question 'What Works' with which the probation service has been confronted for decades.
- Presenters stated that the satisfaction levels of colleagues have increased since the introduction of assessment tools – for me this is a significant point in social work with difficult clients.

My conclusions after barely three days at the CEP workshop are wholly positive.

- An exchange across different countries widens participants' horizons and provides new energy.
- The fact that probation services outside Germany are looking for instruments for assessment and planning and have, in part, developed these confirms my initial view that these are important.
- Of the methods introduced to us some parts are directly applicable to the work of the probation service in Germany while other parts would need to be adapted and developed with the help of other professionals such as psychiatrists, psychologists and therapists.

About the theme of the workshop and the composition of the participant group I would like to make the following comments.

- Through our working together the development of probation in Europe is enhanced.
- The CEP should continue to offer such workshops on a number of themes.

Against the background of fundamental problems facing the probation service and in the context of a united Europe I am grateful to the CEP, NeuSTART and BVD Zürich for this workshop. <<

BRIEFING

A briefing on the new risk assessment tool, OASys, jointly developed by the probation and the prison service is available from the probation pages of the Home Office website: www.homeoffice.gov.uk

Polygraph Testing Sex Offenders

Daniel Wilcox & Daniel Sosnowski

A one-day conference was convened in September 2001 at Veldzicht Forensic Psychiatric Centre (Balkbrug, Netherlands) in response to growing interest in applications of the polygraph/lie detector to the assessment, treatment and monitoring of sex offenders. Attendees included government representatives from education, health, law enforcement and the judiciary. The authors keynote presentations are summarised in this paper.

»» For several years, polygraph trials have been conducted in the UK. The results have thus far confirmed the polygraph's usefulness in sex offender work. Findings have been presented at NOTA (National Organisation for the Treatment of Abusers) Conferences held in York, England in 1999; Stirling, Scotland, 2000; Dublin, Ireland 2000, and Cardiff, Wales 2001 (Wilcox et al., 2002).

Sexual History Disclosure Polygraph Examinations

The purpose of this test is to obtain a comprehensive sexual history.

Research suggests that this procedure can play an important role in assessing risk and preventing relapse. Edson (1991), O'Connell (1998) and Ahlmeyer et al. (2000) reported substantial increases in numbers of paraphilic interests, offences and victims reported when employing this technique. Probation based trials conducted in Britain, in the West Midlands by Wilcox and Sosnowski, (submitted for publication) produced similar results.

Reported Victims and Episodes

Data obtained from a single polygraph examination were compared with all available probation information. All were subject to Probation or post-release supervision and attending a sex offender treatment programme. Results (Table 1) were statistically significant at the 95% confidence level.

Age of Onset of Offending

Age of onset of offending, was also explored by comparing official records with polygraph

admissions. For all offences reported, including non-contact and less invasive offences, the mean age difference was 14 years, i.e. subjects acknowledged committing sexual offences an average of fourteen years before this became known to the authorities (Table 2).

Even when more stringent offence criteria were applied, the mean age difference was 11.5. The significant latency period between onset of offending and being apprehended has important assessment/treatment implications.

Paraphilias

This research also indicated significant increases in paraphilic or deviant interests reported, with an average of 6 per offender following polygraph compared with between 2 and 4, based on a records review, including admissions made on psychometrics (Table 3). Abel (1999) and others have cited the importance of gaining a comprehensive understanding of deviant interests and chronicity of offending, if risk is to be accurately assessed.

Crossover Rates

Further, there was substantial evidence of crossover between areas of paraphilic involvement (Table 4).

Attendance Issues

This study produced significant results in spite of the small number of subjects. This was the unfortunate consequence of a dropout rate of almost 50% and suggested that meaningful sanctions for non-attendance must be applied if polygraphy is to be incorporated into sex offender work.

Maintenance and Monitoring

Attendance difficulties also featured in the Maintenance and Monitoring study initiated by Grubin in 2001. This might have been the result of indifference on the parts of volunteer subjects, but it may reflect more worrying factors such as involve-

TABLE 1. ESTIMATED MEAN NUMBERS OF VICTIMS/EPISODES

Comparing Probation Records with Polygraph Disclosures (N=14)

Non-contact sexual offence <i>victims</i> reported	16	75	x 4.7
Contact sexual offence <i>victims</i> reported	32	111	x 3.5
Total number of sexual offence <i>victims</i> reported	48	186	x 3.9
Total number of sexual offence <i>episodes</i> reported	92	418	x 4.5

TABLE 2. AGE OF ONSET OF SEXUAL OFFENDING (N=14)

	<i>subject's age (official records)</i>	<i>Subject's Age (polygraph report)</i>	<i>Mean Age Difference</i>
Mean Age	28	13.5	14
*Mean Age	28	16	11.5
<i>*Excluding voyeurism and public masturbation</i>			

TABLE 3. PARAPHILIC INTERESTS REPORTED (N=14)

	<i>Probation</i>	<i>Psychometric</i>	<i>Sub Total</i>	<i>Polygraph</i>			
Mean	2	+	2	=	4	v	6

TABLE 4. CROSSOVER BASED ON POLYGRAPH FINDINGS (N=14)

1. 93% (13 out of 14) reported that they had committed both contact and non-contact offences.
2. 50% (6 out of 12) who admitted to child sexual abuse acknowledged both intra and extra-familial offending.
3. 33% (1 out of 3) who acknowledged sexual offences against boys, also admitted to sexual offences against girls.
4. 50% (7 out of 14) reported sexual offences against adults as well as children.

ment in high risk or criminal activity. Schmidt et al (1973) regarded the polygraph as an “artificial conscience” whilst, Wilcox (2000) reported that the polygraph may influence what offenders ‘allow’ themselves to think about, affecting their associations and lifestyles. Without meaningful sanctions non-cooperation may therefore not be surprising.

The Maintenance and Monitoring trials were established to help determine whether offenders were complying with conditions of their probation orders. Initial findings revealed that the great majority failed to take steps to avoid behaviour they had identified as high risk. The trials suggested that polygraph, in conjunction with supervision, can improve monitoring and maintenance considerably, thus supporting earlier findings by Abrams and Ogard (1986).

Future Work Required

A key aim of the Conference was to familiarise participants with the polygraph and evoke a more open-minded attitude about its application to sex offender work. A volunteer was polygraphed during the conference presentation. This allowed other participants to directly observe the procedure. Discussion followed concerning the examinee’s subjective experiences, interview/administration techniques and interpretation of data. Possible uses and misuses of polygraphy were explored as well as the need for regulations and control.

The presenters argued that the polygraph should not be used in isolation, any more than urinalysis should be treated as a ‘stand alone’ approach to drug treatment. Rather, it was advised that polygraph use should be integrated and properly managed within the field if it is to become maximally effective, both as a deterrent to sexual offending and as an aid to public protection.

The authors advised objective appraisal of the polygraph and noted continuing opportunities for professional debate. As an example, they indicated that, along with Grubin, they would be presenting at the *International Academy of Law and Mental Health* in Amsterdam in July 2002 on ‘Applications of the Polygraph to Sex Offender Work’ where these issues might be further addressed. <<

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CEP Workshop in Lisbon on Juvenile Delinquency

Marie Brossy-Patin from FNARS in France provides a personal account

Paris, at the end of June. We have just come through an intense election period when the programmes of the different candidates have been full of statements, as alarming as they are unprovable, about the increase of crime among young people and equally full of lists of the measures needed to put this right. Everything has been about the creation of closed institutions, which brings back bad memories of houses of correction, and of reducing the age for imprisonment.

>> As an undercurrent and from time to time there has been debate about the law of 1945 concerning delinquent children, without knowing how and where to start the process of reform, even if we strengthen *centres éducatifs* or introduce reparation orders. So the workshop organised by CEP on various aspects of the treatment of juvenile delinquency came at a perfect time to provide a chance to step back and to look at other approaches. Quite a distance to travel - made all the more apparent to me by the contrast between two atmospheres.

Paris, at the end of the day, the Métro. Closed up figures of tired people. Small groups of young people, already on holiday, who swagger noisily along the platforms and throw themselves violently at the ticket barriers because they have not paid their fare.

Lisbon. Night descends. After the busyness of the airport, the broad quiet streets, an immense bridge with its far end lost in the mist on a distant shore which cannot be made out.

Portugal had just provided itself with a new law, effective from 1st January 2001. A recent experience but one based on a

sharp and intelligent approach. The basis of this reform is an affirmation that all policy

'All policy concerning young people is indivisible'

concerning young people is indivisible, that one cannot focus on a single objective and that it is wrong to have recourse to a penal response to certain sorts of behaviour.

What are the practical consequences of this approach?

First of all to separate the protection of minors from the treatment of delinquency. There are neither the same actors, nor the same circumstances nor the same issues.

Then it is necessary to create educational and training measures for young offenders which can be offered either in the community or in a secure setting,

'Above all the aim must be personal education'

according to the real needs of the young people themselves. Above all the aim must be personal education. The philosophy of these

measures is based on respect for the rights of young people and for their dignity, the maintenance of family links and the acquisition of social and personal skills.

We come to the conclusion, which was my food for the journey back, that what we should be concerned with is the young person and his/her future and not the long or short term management of risks. It is in that way that we will respect the interests of the child and provide for the security of communities.

But you say, where are the young people in all this? The young people? I hold a keen memory of rainbow coloured groups excitedly celebrating the victory of Brazil in the World Cup. I shall not forget the warmth of the welcome we received. <<

American Probation and Parole Association's annual institute

Donald G. Evans

President Canadian Training Institute.
Toronto Canada and a Past-President of the
American Probation and Parole Association

>> Delegates to the American Probation and Parole's 27th Annual Training Institute, held in Denver, August 25-28, 2002 were treated to an insightful and intellectually challenging session led by futurist Ed Barlow. He dealt with the importance of studying major trends and the implications for probation and parole and noted that there were five strategic imperatives that leaders in community corrections should be thinking about:

- The need to develop a future view or perspective.
- The need for a clear purpose and vision/mission.
- The importance of organizational capacity and how to increase that capacity in the face of new and emerging demands.
- The need to develop the agency's human capital through enhanced strategies of recruitment, training and development, and retention.

Barlow then addressed the issue of information and knowledge management in organizations. He told the delegates that by the year 2012 human knowledge will be doubling every year. Barlow stated that 60% of what is required to be successful in one's work lies outside an individual's current field of endeavor. The challenge is to locate or create useful knowledge and communicate it throughout the organization.

He discussed issues related to change management and the levels of change: gradual, continuous and discontinuous. Depending on the level of change an organization needs to align its' strategies and plans to that change environment.

Barlow, after discussing issues and changes in the population turned his attention to the continuing growth in prison and probation populations. He contrasted this growth with the latest findings from research on the public's view of criminal justice and noted that:

- 54% of adults say the nation's approach to crime is on the wrong track, 35% say it is on the right track
- Americans are nearly 4 times more likely to describe the war on drugs as a failure (70%) than the 18% who say it is a success
- Two thirds of all Americans agree that the best way to reduce crime is to effectively rehabilitate prisoners by requiring education and job training so that once released, they have the tools to turn away from a life of crime.

Barlow noted that the public's attitude toward imprisonment is shifting. According to survey data

'Public's attitude toward imprisonment is shifting'

and public opinion polling a growing number of Americans prefer that the government address the conditions that lead to crime.

Barlow addressed the issue of organizational capacity by noting how work is changing. Administrators will have to be more attuned to the various business cycles such as periods of contraction, expansion and steady state, and manage the organization accordingly. Organization's can expand their capacity by partnerships, and alliances with voluntary community organizations and faith-based organizations.

Barlow ended his presentation with a discussion of the need for strategic leadership in probation and

'The need for strategic leadership in probation and parole'

parole. He outlined three leadership activities, path finding, aligning, and empowering. In conclusion Barlow underlined the importance of a strategic focus achieved by disciplined attention to the business and external environment. <<

Youth RiSe, a project in Mid-North Finland targeted at young offenders

The project aims to test two different methods to reduce recidivism and improve the labour market position of young offenders.

Youth RiSe is part of the ESF's EQUAL Initiative, an EU-wide and transnational community initiative seeking new ways of combating inequality in the labour market.

Programmes are based on previous experiences of work with young offenders and youth at risk of marginalisation. The work is also based on 'What Works'. Youth RiSe consists of a development partnership,

which means gathering all the relevant actors to work together. It is managed by the Probation Service District Office and co-operates with five other projects across Europe.

Project aims are to:

- Develop holistic models for resettlement
- Reduce recidivism and substance abuse
- Support young offenders and enable them to gain a better position in the labour market
- Improve inter-agency co-operation
- Develop sustainable modes of support

Intervention program is for young offenders (aged 15-20) who are repeat offenders but

not yet sentenced to prison. It is a 3 months programme of immediate intervention, with a the goal to prevent re-offending, use of intoxicants and first imprisonment.

Resettlement program is for released young offenders (aged 18-30). It consists of intensive mentoring and case management. Other key terms are empowerment, intensive support, rehabilitation, education and guidance. The goal is to prevent the use of intoxicants and re-offending by intervening during the most risky time for re-offending.

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Parenting Programmes in England and Wales

Overall, nearly 3,000 parents started a parenting programme between spring 1999 and the end of 2001. Two thirds of the parents came on a voluntary basis. One in six was on a statutory Parenting Order, usually a criminal order, but the needs and characteristics of this group were similar to others. One third were referred from non-criminal justice agencies such as education, health and social services and only 5% referred themselves.

Parents reported very high levels of need, ranging from problems with debt and housing to problems with health and personal relationships. More than eight in ten said they particularly wanted help in managing their child's difficult behaviour, providing discipline and handling arguments. The young people who had been the cause of their parent's referral to the Parenting Programme were a very high need, difficult group.

Most projects were able to offer a combination of one-to-one

advice, practical support and group work. Most dealt with addressing problem behaviour, supervision of young people, setting boundaries and improving communication.

By the time parents left their projects, they reported significant positive changes in parenting skills and competencies. In the year prior to the parent's involvement in the parenting programme 89% of their children had been convicted of an offence, compared to 61.5% in the year after their parents left the programme (a reduction of nearly one third).

The study indicates that despite the controversy that surrounded the introduction of Parenting Orders, there does seem to be a role for them. They may provide a powerful way to reach vulnerable and needy parents who might otherwise never attend a parenting support service.

Further information is available from the Youth Justice Board email enquiries@yjb.gsi.gov.uk

Mediation in Probation - Co-operation between Hungary and the Czech Republic

An international development project, Mediation in Probation, organised by the Hungarian Association of Adult Probation Officers (MAPOSZ), the Regional Social Welfare Resource Centre Budapest (BSZF) and the Czech Institute for Probation and Mediation (SPJ) in Budapest started in November 2002.

The goals of the three-month long project are:

- to raise awareness of the significance of a restorative justice approach among Hungarian law enforcement experts: probation officers (POs), judges, public

prosecutors, police and social professionals, by focussing on Czech mediation methods

- to increase the knowledge and expertise of Czech and Hungarian probation workers
- to make a first step towards developing probation and mediation standards in Hungary so they will meet the recommendations of the Council of Europe
- to strengthen the networking capacity of MAPOSZ
- to lobby for a wider use of alternative sanctioning tools of restorative justice in Hungary.

To reach the above goals the organisers have planned the following with the involvement of psychological and legal experts:

- a press conference and expert meeting
- a six-day mediation training course for about 25 POs based on the experience and expertise of the SPJ
- a short field study of probation and mediation in Prague by two Hungarian POs and five other involved partner experts: a judge, a policeman, a public prosecutor and a social worker
- an open workshop and press conference in Budapest to present the findings of the project.

The project is financed by Soros' 'East-East Program' and MAPOSZ.

Further information is available from Géza Gosztonyi, Director of BSZF: gosztonyi@budapest.hu

Effective Practice with Racially Motivated Offenders

Over the last 18 months, the National Probation Directorate for England and Wales (NPD) has taken a number of steps in relation to developing effective practice for racially motivated offenders (RMOs). This has included research into the criminogenic needs of RMOs and a survey looking at the range of existing provision across England and Wales.

The research produced no evidence of different criminogenic needs and found RMOs to be generalist offenders. NPD has identified three potential pathways to research.

It is proposed to test out the following pathways:

- **The use of the One To One (OTO) General Offending Behaviour Programme.** The aim is to measure the impact of the OTO programme on RMOs, based on the finding that these offenders are generalist offenders and do not have different criminogenic needs. In order to test out the impact of the OTO programme, additional attitudinal measures need to be added to the test battery for general offending behaviour programmes.
- **The impact of the OTO programme sequenced with citizenship and violence modules.** The NPD has commissioned a report into citizenship work in order to inform the design of this module. In relation to the violence module, the NPD is seeking a one-to-one programme. The modules need to be designed for individual delivery due to the difficulties of discussing such offending in groups and a concern that delivering to groups of RMOs only could be counter productive.
- **The possibility of developing an approach that combines cognitive skills work with in-depth offence analysis sessions.** There is a strong belief that RMOs are similar to sex offenders or domestic violence offenders and therefore require a 'different' programme. There is no evidence to support or refute this belief. The aim is to determine whether the RMO programmes are 'different enough' to warrant further development.

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Programmes for Black and Asian Offenders in England and Wales

The Home Office's Research, Development & Statistics Directorate recently undertook a review of literature and case studies examining effective practice for black and Asian offenders. The report from this study is about to be published. The study was unable to identify specific criminogenic needs among black & Asian offenders. The National Probation Directorate is developing five research models to run from December 2002. Each of the models aims to identify the 'added value' of using particular approaches alongside offending behaviour programmes.

A description of each model follows:

Model 1 - Delivery of a black self-development module,

followed by attendance on a general Offending Behaviour Programme (OBP) for black and Asian offenders only.

Model 2 - Delivery of a black self-development module to black and Asian offenders, followed by attendance on a general OBP delivered to a racially mixed group of offenders.

Model 3 - Delivery of a black self-development module plus an Education, Training and Employment (ETE) module.

Model 4 - Delivery of a general OBP to a racially-mixed group, with mentoring for black and Asian offenders.

Model 5 - Delivery of a Drink Impaired Drivers Programme to Asian offenders.

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Learning from a What Works expert

Dr. Jim Bonta, the Director of Corrections Research from Solicitor General Canada, spent a week in the UK in March. He participated in a major inter-agency Conference, aimed at senior criminal justice professionals, entitled **Using Risk Assessment in Effective Sentence Management**. The conference considered the latest information about offender assessments.

During his time in the UK, Jim also spoke to a packed house at the Home Office on **'The What Works Literature and its Relevance to England and Wales'**. He later held discussions with staff in the National Probation

Directorate's What Works Team on how to ensure that future What Works developments in this country take full account of the underpinning academic research.

In 1990 Jim Bonta, with Don Andrews, produced one of the major meta-analytic reviews of research that underlie the What Works approach. This review has recently been updated. Jim was the co-author of LSI-R, the assessment tool widely used in Canada. He has advised Governments throughout the world on the application of evidence based practice to the development of criminal justice systems.

A set of handouts and notes from this visit has been produced. Copies are available from mark.slater@homeoffice.gsi.gov.uk

Electronic Monitoring in Switzerland

From September 1999 until August 2002 six Swiss cantons tested electronic monitoring (EM) as an alternative form of executing sentences by means of a pilot project mainly financed by the Swiss Confederation. It was mainly used for short-term sentences to replace incarceration (Frontdoor). It was less often implemented at the end of long-term sentences before release on probation at the end of semi-liberty (Backdoor). With over 700 offenders participating during the three years the interest in this alternative form of enforcement was even higher than expected.

At the end of this trial, the Swiss government (Federal Council) has authorised these cantons to continue the implementation of EM until the entry into force of the revised Penal Code (expected for January 2004) or until the end of August 2005 at the latest. Lower and upper limits were set relating to the duration of the enforcement by EM. In the Frontdoor-section executing sentences by EM is possible for unconditional sentences from 20 days to 1 year. In the Backdoor-section, the cantons are allowed to execute EM at the end or instead of the semi-

liberty for the duration of 1 to 12 months. Some cantons combine EM with Community Service (CS). Social assistance and the counselling of the participants are seen as very important elements of EM and the availability of this service must therefore be guaranteed.

As soon as the final results of the evaluated pilot project are given, the Federal Council will decide whether EM will become a part of the general legislation. The results on recidivism are expected at the end of 2004.

Since 1987 the Swiss Confederation has given financial support to innovative projects testing or developing new methods and concepts for the execution of sentences and measures for adults and juvenile welfare. Many pilot projects have been conducted since then – EM being one of them. A book summarising most of these projects and their evaluation will be published by the Section for the Execution of Sentences and Measures of the Federal Office of Justice by the end of 2002 in German and French.

*For further information see:
www.ofj.admin.ch (path: activities and topics – security and protection – correctional and detention measures)*

Stop Press

CEP Workshop in Finland on Prison and Probation



At the CEP General Assembly in Malta in March 2001 the subject of prison/probation relations was high on the list of subjects delegates wished the CEP to explore. As this issue of the Bulletin is about to go to press reports are being received of a workshop organised on behalf of CEP in Helsinki from 16 to 18 October.

>> Collaboration between prisons and probation services was explored in the broad context of work with offenders in Finland and Sweden. A wealth of information was provided about the work of prison and probation services in these two countries. There were also formal presentations from a number of the countries represented at the workshop. Participants from Romania and Hungary described their developing systems. A programme to reduce recidivism in The Netherlands was explained. Colleagues working in the prison and the probation services in England and Wales offered a model for joint work on resettlement and there was a presentation from Ireland about a drug treatment programme in prison and a strategy for working with homeless offenders. In some countries co-operation between prison and probation services is just beginning while in others it is well established and even integrated into organisational structures. More and more is being done to increase understanding between two deeply rooted different cultures. <<

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Reports of CEP events and advance notice of all our events are to be found on our website www.cep-probation.org

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