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HOW ARE ADULT FELONY SEX OFFENDERS MANAGED ON PROBATION AND PAROLE?

A National Survey

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Final Report

January 1996

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This document was prepared under grant number 92-IJ-CX-K021 from the National Institute of Justice, U.S. Department of Justice. Points of view in this document are those of the authors and do not necessarily represent the official position of the U.S. Department of Justice or the Colorado Department of Public Safety, Division of Criminal Justice. We are grateful for the critique of an earlier draft of this report by two anonymous NIJ-funded reviewers.

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EXECUTIVE SUMMARY

This report summarizes the major findings from a national telephone study of probation and parole supervisors regarding the management of adult felony sex offenders. These findings have important implications for criminal justice management practices and organizational structures and policies. In particular, the data suggest that specific practices and procedures are linked to the effective community management of sex offenders. For example, probation and parole officers who used the polygraph for monitoring sex offender behavior and who received recent sex-offender specific training were significantly more likely to work for probation and parole agencies that had specialized sex offender units.

Data collection for this study involved the following approaches:

- *A telephone survey of 732 probation and parole supervisors from across the United States;*
- *A review of the research and theoretical literature on victim trauma and sex offender management and treatment;*
- *A systematic document review of hundreds of manuals, memoranda, correspondence, legislation, administrative orders, protocols, and agency policies; and*
- *Field research, with site visits to thirteen jurisdictions in Arizona, Colorado, Ohio, Louisiana, Oregon, and Texas,¹ where unstructured face-to-face interviews were conducted with criminal justice experts.²*

The findings presented here summarize data obtained from the telephone survey and are placed in the context of the current literature and the field research.

This report summarizes the data obtained from the telephone survey and places the findings in the context of the current literature and the field research. The scope of this research is unprecedented. For the first time, information is available to describe probation and parole agency policies and practices regarding the management of offenders who commit child molestation, rape, and other forms of sexual assault.

The findings reported here have significant policy and programming implications that merit the attention of criminal justice decision makers. For example, as described below, progressive sex offender management practices are more likely to occur in agencies with sex offender caseload

¹ We acknowledge that innovative practices exist in many states. However, resources limited the number of site visits.

² Additional research findings will be published by the American Probation and Parole Association in the book *Management of Adult Sex Offenders on Probation and Parole: A Containment Approach* (1996).

specialization. Also, the data clearly reflect the immediate need for additional training for many of the nation's probation and parole line staff and supervisors.

We hope the findings presented here persuade criminal justice policy makers to focus resources on this important public safety concern. Findings from the telephone survey are presented in this report and are summarized below.

Specialized Caseloads Related to Progressive Practices

Specialization implies special expertise received from training, reading, experience, or a combination of these. Specialized caseloads are generally reduced in size and range from 25 to 65, according to data obtained during this study. Specialized caseloads are distinct from general intensive supervision. Intensive supervision usually has elevated contact standards, but specialized sex offender case management includes additional contacts within a framework of a highly individualized supervision plan.

- *Specialized caseloads existed in 30% of the probation agencies surveyed and 32% of the parole agencies surveyed.*
- *Respondents representing agencies with specialized sex offender units or caseloads were significantly ($p < .05$) more likely to report the use of policies, practices, or procedures that:*
 - *Were victim-safety oriented;*
 - *Imposed special supervision conditions;*
 - *Stressed using polygraph data for treatment and supervision;*
 - *Emphasized after-hours monitoring of offenders;*
 - *Included the use of jail or halfway houses as intermediate prerevocation sanctions;*
 - *Enhanced the respondent's comfort level with the prerevocation sanctions available to them;*
 - *Underscored the importance of an approved list of treatment providers for their clients--and chose treatment providers based on credibility or reputation when lists were not available; and*
 - *Promoted sex offender management training within the last year.*

Availability of Victim Information for Case Management Purposes

Field research revealed that effective agencies were those that prioritized victim safety. Multidisciplinary groups observed during the field research that solved problems by asking "what's best for the victim?" were most

overcome local obstacles during the implementation of sex offender management practices. The use of victim-related information by probation and parole agencies was considered an indicator of whether an agency adopted a victim-oriented philosophy in the management of sexual offenders. The findings from the telephone survey reflect the need to improve this area of sex offender management in probation and parole agencies nationwide.

A written victim impact statement is included in the offender's case file in 78% of probation agencies and 63% of parole agencies represented in this study.

Systems for informing victims of significant changes in the status of the sex offender's case were present in 31% of probation agencies and 30% of parole agencies represented in this survey. This practice was significantly more likely to occur when caseloads or units were specialized.

- Officer contact with the assault victim, as reported by 29% of probation supervisors and 19% of parole supervisors, was more likely to occur when caseloads or units were specialized.

Sex Offender Management Practices and Special Conditions

Individualized case management requires each case be supervised according to each offender's idiosyncratic risk factors. This management begins with specialized terms and conditions, and includes the use of polygraph data that validates the offender's assault history, patterns, and preferences. The findings below reflect that only approximately 60% of the respondents reported that supervising agencies increased supervision contacts for sex offenders—a basic requirement for the effective supervision of sex offenders. Also, only 10% reported the consistent use of the polygraph as a treatment/supervision tool.

- Court or officer ordered treatment requirements and no contact provisions were the most commonly reported special conditions of probation and parole.
- Orders for no contact with the victim were always or often a condition of community supervision according to 81% of probation supervisors and 77% of parole supervisors surveyed.
- The number of supervision contacts were more frequent for sex offenders compared to non-sex offenders in 58% of the probation agencies and 63% of parole agencies surveyed. Supervisors representing agencies that had specialized caseloads, compared to

those without specialized caseloads, were significantly more likely to report more frequent contact standards for sex offenders.

- Use of electronic monitoring of sex offenders was reported by approximately ten percent of both probation and parole agencies.
- Over 85% of probation and parole supervisors reported that treatment was always or often a condition for sex offenders receiving community supervision (type, quality, and duration of treatment is unknown).
- Offenders were always or often required to undergo polygraph examinations for supervision or treatment purposes in 10% of probation agencies and 9% of parole agencies surveyed.³
- Supervision conditions that included use of the polygraph in sex offender treatment and monitoring were three times more likely to occur in agencies that employed specialized case management approaches.

Sanctioning and Revocation Practices

Data from field research indicated that, to effectively manage sex offenders on probation and parole, supervising officers require a range of sanctions to "tighten the reins" on sex offenders when they begin to exhibit high risk behavior patterns or when they are out of compliance with supervision orders or treatment conditions. Officers reported that sanctioning options that could be imposed immediately, particularly short term jail time, were extremely important in the management of this population.

- Specialized agencies were more likely to use confinement (short term use of jails or halfway houses) as a prerevocation sanction compared with electronic monitoring or increased supervision contacts. One reason for this may be the effectiveness of short-term confinement in managing potentially abusive behavior, according to field interviews.
- Sanctions that could be imposed immediately--in less than 24 hours--were the most likely sanctions, short of revocation, to be used by

³ Interviews with probation and parole officers who regularly employ the polygraph indicated the information is used to alert the officer to areas in the offender's life that require greater surveillance. Further, offenders frequently self-report violations or treatment noncompliance information prior to a scheduled polygraph exam. The results from polygraph exams are seldom used in a probation hearing unless the data are combined with objective information obtained by the officer about violations of probation or treatment conditions.

probation and parole officers supervising sex offenders, suggesting the need for methods of immediate intervention.

- *Fewer than ten percent of the nation's probation and parole supervisors reported feeling uncomfortable with the availability of sanctions for noncompliance and with the process of revocation as it relates to sex offenders in their jurisdiction.⁴*

Sex Offender Treatment

Sex offender specific programming focuses on the details of the actual behavior--the fantasies, the arousal, the planning, the rationalizations (Herman, 1990). Also, empirical evidence exists that cognitive-behavioral treatment programs have had success with certain categories of offenders. Because monitoring the offender's deviant fantasies is the work of a mental health professional, supervising officers must work closely with specialized treatment programs. Data obtained during the field research indicated that an officially approved list of providers meeting specific treatment service criteria was an important component of exercising quality control over this important component of sex offender management.

- *Some form of mental health treatment is required of sex offenders placed under supervision, according to more than 4/5 of probation and parole respondents.*
- *An approved list of treatment providers was used by approximately 60% of the survey respondents.*
- *An agency- or court-approved list of treatment providers was reportedly present in 74% of the probation agencies and 69% of the parole agencies surveyed with specialized programs, compared to 50% of nonspecialized probation and parole agencies.*
- *Sex offender treatment services were reportedly in short supply in 26% of both probation and parole respondents' jurisdictions.*

Training

Training is an important way to transfer specialized knowledge and to institutionalize new responses to criminal justice problems. Recent training is critical in the area of sexual assault because research findings are

⁴ Respondents were asked to rank, on a scale of one (low) to ten (high) how comfortable they felt with the prerevocation sanctions available in their jurisdiction and with the process of revocation. Responses were collapsed into 3 categories: 1-3, less comfortable; 4-6, comfortable; 7-10, more comfortable.

frequently emerging and laws pertaining to this population are changing (an example is the 1994 Crime Bill requirement for sex offender registration). New research findings are continually surfacing, and this information should be incorporated into local policies and practices. The survey data reveal an immediate need for training probation and parole supervisors and officers in the management of sexual offenders.

- *Participation in sex offender management training was reported by two-thirds (68%) of the probation and parole supervisors surveyed. Supervisors of specialized units were significantly more likely to have received training.*
- *Of supervisors who had ever received training, only one third of probation supervisors (34%) and 41% of parole supervisors had received training in the last year, and just over one-half (54% of probation and 58% of parole) had received training on sex offender management within the last year.*
- *Four-fifths (80%) of probation respondents and three-fourths (76%) of parole respondents indicated the officers they supervised had received training on sex offender management.*

Interagency Collaboration

Data from the field research consistently identified the need for inter- and intra- agency teams. Multidisciplinary groups included experts in law enforcement, child protection, prosecution, rape crisis, probation and parole, treatment providers (including prison counselors), polygraph services, medical staff, school counselors, and victim advocates. This collaboration was essential to overcoming the natural fragmentation of the criminal justice system and the barriers experienced when staff from agencies with varying goals work together. The survey data indicate the need to significantly increase collaborative, multi-agency efforts in the community management of adult sex offenders.

- *One third of the respondents from probation and parole agencies reported that there is an interagency group that meets regularly to discuss sex offender issues. Law enforcement and treatment providers were most frequently named as participants in interagency teams.*
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INTRODUCTION

A Growing Correctional Population

Convicted sexual offenders represent a growing correctional population. In 1986, 23% of offenders convicted of rape were sentenced to the county jail or probation, and this increased to 33% in 1990 (Bureau of Justice Statistics, 1989; Langan and Dawson, 1993). During that same period, the number of sex offenders sentenced to prison more than doubled. Most of these prisoners will eventually return to the community on parole status.⁵ Consequently, more and more adult offenders convicted of sexual assault are serving community sentences, and there is nothing to indicate that the trend will change. It is necessary, therefore, to understand how this population is currently being managed and what policies and practices could improve the management of sex offenders in community settings. Below, we discuss the need to focus on this correctional population, and we summarize a management approach used by progressive probation and parole agencies.⁶

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A Dangerous Population

Sex offenders are a dangerous population because they show a continued propensity to reoffend (Abel et al., 1990).⁷ This is not surprising. Many deviant sexual behaviors are considered compulsive acts that offer significant personal gratification (Herman, 1990). Further, sex offenders frequently report that their behavior was impulsive, accidental, or due to alcohol or drug use. But Pithers (1990:344) refutes this mindset and explains that "[s]exual offenses...appear impulsive upon first inspection. In reality, many offenders carefully plan offenses so they appear to occur without forethought." Clearly, sexual offending occurs in a complicated context of pleasure and manipulation, and the consequence to victims can

Understanding the nature of this secret, elaborate, offense planning process is the key to implementing effective probation and parole management strategies.

⁵ The number of offenders convicted of sexual assault and sentenced to state prison more than doubled between 1980 and 1992, from 8,300 to 19,200, respectively (Gilliard and Beck, 1994). Regardless of criminal justice placement, the vast majority of sexual offenders eventually leave correctional incarceration or supervision. According to a 1993 publication, the average time served by rapists sentenced in 1990 to prison--before parole placement--is approximately five years (Langan and Dawson, 1993). Maximum probation terms averaged 61 months for rapists, and jail sentences averaged 11 months (Langan and Dawson, 1993).

⁶ This approach is detailed in a separate publication entitled *Managing Adult Sex Offenders on Probation and Parole: A Containment Approach*, available from the American Probation and Parole Association.

⁷ "The rate of reoffense among sexual offenders is known to be very high; it is known that in some subgroups the majority of offenders eventually reoffend" (Marshall et al., 1990:6).

be serious and long lasting. Understanding the nature of this secret, elaborate, offense planning process is the key to implementing effective probation and parole management strategies.

OFFENSE PLANNING AND CASE MANAGEMENT

Clinicians report that sex offenders, such as child molesters and rapists, frequently ruminate over sexual fantasies involving the same abusive behaviors in which they engage (Quinsey and Earls, 1990:279). Amir's (1971) study of rapists found that 75% of the rapes involved some degree of forethought and planning, and Pithers et al. (1988) reported that 90% of their sample of sex offenders reported experiencing specific, strong, emotional states before committing acts of sexual abuse. This suggests that the thinking and planning that precedes the assault is, in fact, the first step in committing the crime.⁸ Pithers explains:

Although victims may be selected opportunistically, the act itself has generally been nurtured for a considerable time in the offender's most secret fantasies. The sex offender's deviant fantasies are tantamount to planning sessions for the refinement of future behaviors. The compulsivity of the sexual aggressors' deviant fantasies differentiates them from those of nonoffending men, who may experience a deviant fantasy momentarily but quickly reject any thought of acting on the impulse....(Pithers, 1990:334).

Because sexual offenders deliberately craft opportunities for assault, they frequently succeed with their crimes.⁹ But the planning strategies that increase the likelihood of an assault can be interrupted, according to Pithers (1990) and other experts in the treatment of sexual abusers (see Marshall et al., 1990). Specifically, once a sexual offender reveals his or her thoughts and feelings as part of the pattern of assault, this information can be used by criminal justice officials to develop individual monitoring and surveillance plans.

Once a sexual offender reveals his or her thoughts and feelings as part of the pattern of assault, this information can be used by criminal justice officials to develop individual monitoring and surveillance plans.

Using this premise, many sexual offenders can be effectively managed under community supervision when system-wide, multidisciplinary and multi-agency policies and practices operate in concert to control the offender's behavior.

⁸ Pithers et al. (1987, 1988) found that precursors to rape include feelings of rage, hate, and continual argumentation; precursors to pedophilic acts include anxiety and depression.

⁹ Every five minutes in America, someone is raped (Federal Bureau of Investigation, 1993) and nearly 30 children are molested (American Humane Association, 1993).

According to psychiatrist and researcher Judith Herman, "vigorous enforcement of existing criminal laws prohibiting sexual assault might be expected to have some preventive effect since both the compulsive and opportunistic offenders are keenly sensitive to external controls" (Herman 1990:188). External controls, she explains, are probation, parole, a range of restrictive intermediate sanctions, and incarceration.

Supervision of Sex Offenders: A Containment Approach

Qualitative data from survey respondents and data from field interviews reflect the efficacy of using individualized containment approaches for managing adult sex offenders.¹⁰ Further, field interview data and the telephone survey results (presented in the following section) indicate that when the containment approach is supported by administrative policies and practices, adequate resources are more likely to be provided to officers managing this population. In particular, policies that promote the specialization of job duties for officers who manage sex offenders were found to accompany practices associated with the effective management of sex offenders.

Additionally, probation and parole officers interviewed in the field reported that these planning behaviors and thoughts, discussed above, must be uncovered and made an overt part of the offender management strategy. This is central to the containment approach. Those who work with offenders believe these planning behaviors and thoughts will most likely be fully revealed and monitored in a management process that systematically combines sex offender therapy, polygraph monitoring, and close correctional supervision. Innovative sex offender management processes were observed during site visits where the system involved supervision and monitoring strategies that focused on individual, idiosyncratic risk factors.

Probation and parole officers interviewed in the field who expressed the greatest confidence in their case management approaches worked in jurisdictions that employed carefully developed containment approaches. In the discussion that follows, we identify the elements common to a containment approach for managing adult sexual offenders.

INDIVIDUAL CASE MANAGEMENT

Data from the field indicate that the containment of offenders extends to thoughts, feelings, and a variety of behaviors that are legal but officially

¹⁰ Please see Appendix A for a description of the methods used in this research project.

Traditionally, criminal thinking is not a crime, so thoughts and attitudes are outside the jurisdiction of the criminal justice system. But the essence of a containment approach is to monitor and detect thoughts and events that precede high-risk situations so that sex offenders' behavior can be controlled.

unacceptable for sex offenders. For this reason, in an effective containment approach, fantasies and thoughts about illegal and inappropriate sexual behavior are monitored by supervising officers. This is an important departure from traditional criminal justice offender management strategies. Traditionally, criminal thinking is not a crime, so thoughts and attitudes are outside the jurisdiction of the criminal justice system. But the essence of this containment approach is to monitor and detect thoughts and events that precede high-risk situations so that sex offenders' behavior can be controlled.

Teaching offenders coping skills to avoid high risk situations by identifying decisions and events that precede them, and managing their thought distortions, will significantly assist offender self-management (Pithers, 1982).

A containment approach requires sex offender cases to be managed on an individual basis. "Careful problem or risk factor identification and monitoring of individuals is one of the keys to successful supervision and intervention....The power in this approach lies in the fact that programs are not delivered to problems but to [people]" (Quinsey and Walker, 1990:26). Probation and parole officers who were interviewed on-site for this study and who managed sex offenders in programs that combined sex offender treatment and polygraph monitoring (discussed below) frequently reported that they had confidence in the containment approach when it was operationalized within purposeful, multi-agency criminal justice policies. We discuss these policies below.

SPECIALIZED UNITS

Survey data reported in the following section also reflect the importance of specialization to containment operations. Job specialization, the assignment of one or more staff to handle sex offenders, occurred at one of two levels: at the organizational level, by formally creating a unit to manage sex assault cases, or the line staff level, by specializing the work assignments of identified staff, or both. In large jurisdictions, further specialization, by level of offense at conviction, felony or misdemeanor,¹¹ for instance, or by type of victim, child or adult, was common. In smaller jurisdictions, a single professional within an agency often functioned as a specialist in sex offender cases while continuing to manage other types of offenders.

POLYGRAPH MONITORING

In 1993, the Association for the Treatment of Sexual Abusers (ATSA) stated that therapists should not rely solely on offender self-report to determine treatment compliance. In this regard, the Association made two

¹¹ The distinction between felony and misdemeanor offenses is technical. There is little difference between the thinking that motivates a felony sex offense from a misdemeanor sex offense. Specialization of job duties by offense type, felony or misdemeanor, is most helpful because sentence structure and conditions may be different but not the offenders.

recommendations for the use of the polygraph. First, treatment providers should use the polygraph to encourage disclosure of prior sexual history. Second, the polygraph should be used in conjunction with other monitoring methods to ensure compliance with placement and treatment conditions (ATSA, 1993:4-5).

The most frequent comments we heard during the field research pertained to the manipulative, secretive nature of sexual offenders. Most professionals we interviewed believe the skill that has allowed sex offenders to manipulate many victims allows them to try to manipulate players in the criminal justice system as well. The use of the polygraph as a monitoring tool is one method of confronting the offender's reluctance to disclose the information necessary for effective monitoring. In fact, professionals reported that the goal of the polygraph examination is not to get the offender to fail, but rather to pass. The most important role the polygraph plays is fact-finding. Interviews with supervising officers and polygraph examiners indicated that often the anticipation or certainty of the polygraph exam promoted disclosure of information that had been hidden from the parole/probation officer and the treatment provider. This information, shared with the officer and the treatment provider, allows for more reality-based supervision and treatment plans.

SEX OFFENDER TREATMENT

As mentioned above, containment extends to deviant thoughts and feelings that are unacceptable for sex offenders because they serve as precursors to the next assault. But often these patterns of behavior are very subtle: Pithers (1990) asserts that certain events and thought processes (particularly "apparently irrelevant decisions") precede high risk situations. Identification, modification, and management of these thoughts and feelings is psychological work that must be undertaken with a skilled therapist trained in criminal behavior, sexuality, sexual arousal, and sex offender treatment. Therapists and offenders must work together to map assault patterns so that interventions can be specifically designed for and taught to the sex offender. Concurrently, in an effective containment strategy, the supervising officer uses the availability of criminal justice system sanctions to pressure the offender to make the lessons learned in treatment an integral part of his or her daily life.

Does sex offender treatment work? Recent reviews of research on contemporary treatment interventions suggest that certain sex offenders who have engaged in specialized treatment reoffend at lower rates than offenders who have not participated in treatment (for reviews, see Marshall and Pithers, 1994; Marshall et al., 1991; Freeman-Longo and Knopp, 1992; and Chaffin, 1994). Further, clinical research suggests there is no substitute for *community-based* treatment programming because "[t]he unequivocal conclusion from this literature [on psychological and behavioral interventions

The unequivocal conclusion from this literature [on psychological and behavioral interventions for delinquents and adult offenders] is that interventions must occur in settings in which the behaviors of concern occur (Quinsey and Walker, 1990:21).

for delinquents and adult offenders] is that interventions must occur in settings in which the behaviors of concern occur. In offender programming, therefore, interventions designed to reduce post-release recidivism must continue in the community" (Quinsey and Walker, 1990:21).

TRAINING

Adequately supervising this population requires probation and parole officers--and their supervisors--to obtain special training. Qualitative data obtained during telephone interviews with probation and parole supervisors repeatedly indicated that "staff were not educated," there was a "lack of trained personnel," and a "lack of training in the area."¹²

Field interviews indicated that specialized sex offender management training is important for professionals working with sexual assault cases and for their supervisors so that all levels of staff understand the specific issues inherent in managing this population. Training all levels of staff promotes an understanding of sex offender case management and management-level support for a victim-oriented, team-based approach to sex offender management. According to field interviews, training topics should include the following:¹³

- Victim trauma and the dynamics of sex assault victimization;
- Investigative methods including interview techniques for child and adult victims; interview techniques for offenders; and sex assault crime scene investigation;
- Medical assessments;
- Dynamics of offending, such as patterns of secrets, manipulation and dangerous behavior;
- Identifying individual precursors to sexual reoffending;
- Current research on sex offender management and treatment;
- Methods of sex offender monitoring and containment;
- Personal safety;
- Local policies and procedures related to the management of sexual assault cases; and
- Management of professional burnout.

¹² This information was obtained from the open-ended question: "What is your biggest problem in managing sex offenders?"

¹³ Please see Appendix C for an outline of the Ohio Department of Rehabilitation and Corrections training manual.

MULTI-AGENCY COLLABORATION

Effective containment approaches involve intra-agency, interagency, and interdisciplinary teams. These teams, observed during the field research, worked hard to overcome the fragmentation that naturally arises from the multi-layered nature of the criminal justice system. Through systematic cooperation and collaboration, such teams developed policies, procedures, and protocols for managing sex offenders, and monitored their own implementation of these practices.

Collaboration across the criminal justice system, including law enforcement, prosecutors, child protective service agencies, courts, probation, prison, parole, and the private sector--therapists and polygraph examiners--was common in jurisdictions that adopted the containment approach, according to data obtained during field research. In some cases, school counselors, crime victim advocates, child victim advocates, and medical staff specializing in sex assault forensic examinations were also members of interagency case management teams. Examples of collaborative efforts observed during the field research include the following:

- Interagency policy and protocol committees;
- Law enforcement/child protection partnerships;
- Multidisciplinary child abuse teams;
- Child advocacy center collaborations;
- Case management supervision teams of probation/parole officers, treatment providers and polygraph examiners;
- Probation and surveillance officer teams; and
- Intra-agency networks of specialized probation and parole officers.

These teams are invaluable for several reasons.

1. They vastly improve communication among the agencies involved;
2. They allow for quicker and less intrusive responses to victims (Epstein and Langenbahn, 1994);
3. They promote the exchange of expertise and ideas;
4. They facilitate the sharing of information about specific cases;
5. They increase the understanding by all team members of what everyone else on the team needs to do their jobs well; and
6. Perhaps most importantly, they foster a unified and comprehensive approach to the management of the sex offender.

CONSISTENT PHILOSOPHIES AND POLICIES

Sex offender containment strategies operated most efficiently in jurisdictions that had clear public safety, victim-oriented philosophies. Containment approaches were supported by a philosophy that emphasized the recovery of the victim and the safety of the community.

"What's best for the victim and the community?"¹⁴ This question focused attention on sex crime victims and members of the community at large. From pretrial to post conviction, and throughout criminal justice jurisdiction over the offender, victim and community safety was prioritized. These principles guided policy development, program implementation, and the actions of professionals working with sexual assault victims and perpetrators.

Summary

Sex offenders are an important criminal justice population, not only because the size of the population is growing or because of the danger they pose. This population is important because information from research, theory, and practice converge to suggest that many sex offenders may be effectively managed in community settings when appropriate containment strategies are in place.

The following section presents the findings from the telephone survey of 732 probation and parole supervisors. These findings are presented in the context of the field research and the containment approach described here. The appendices present a description of the research methods, a copy of the survey instrument, and copies of a variety of policies and forms that might be helpful to those planning to develop sex offender management processes.

¹⁴ This question was asked by a probation/parole officer at the Oregon Sex Offender Supervision Network's quarterly meeting at Bend, Oregon, July 1994.

TELEPHONE SURVEY FINDINGS

The remainder of this report describes the major findings from the national telephone study of probation and parole management practices of adult felony sex offenders. These findings have important implications for management practices and organizational structures and policies. The findings presented in this report are organized according to the following supervision issues: 1) specialized units or caseloads; 2) victim input into case management plans; 3) special conditions; 4) sanctioning and revocation procedures; 5) sex offender specific treatment; 6) training for supervisors and officers; and 7) interagency collaboration. These issues were found, during the field research, to be vital components of an effective sex offender containment strategy.

Descriptive crosstabulations and t-test analyses were undertaken to obtain the following information. The results represent answers to dichotomous (yes/no) questions, Likert scale questions, and open ended questions.¹⁵ The results are presented separately for probation and parole within each section.

Specialized Units or Caseloads

"I would much rather see a nonspecialized officer handle 300 cases of marijuana possession and a sex offender specialist have only 60 cases"--Probation supervisor, Miami, Florida, telephone interview, June 10, 1994.

Supervisors interviewed during the telephone survey frequently reported that one of the greatest barriers to adequately managing sex offenders in the community was the lack of specialized caseloads. Indeed, according to observations made during field research, the agencies that have specialized caseloads, officers, units, or combinations of these were substantially more likely to contain management components considered by many probation and parole officers to be essential for community safety. These components include sex offender treatment, victim input, intensive out-of-office monitoring and surveillance, a variety of prerevocation sanctions, incarceration for persistent failure to comply with treatment and supervision conditions, special training for field officers, interagency collaboration, and networking efforts. Survey data empirically confirmed that departments with specialized sex offender programming were more likely to contain these vital management elements.

Policies that promote the specialization of job duties for officers who manage sex offenders were found to accompany practices associated with the effective management of sex offenders.

Survey data empirically confirmed that departments with specialized sex offender programming were considerably more likely to contain these vital management elements.

¹⁵ A copy of the survey instrument is included in Appendix B.

One-third (30% of probation agencies and 32% of parole agencies) of the jurisdictions surveyed had specialized caseloads. Of these agencies, 71% of probation departments and 75% of parole departments assigned *all* sex offender cases to officers carrying specialized caseloads.¹⁶

In agencies that did not have specialized units, nearly one-third (31%) of the probation and half (48%) of the parole agencies assigned sex offenders geographically, that is, based on the location of the offender or the officer. Another one-third (39% of probation and 32% of parole) reported that sex offenders were randomly assigned to officers. Fewer than one-tenth of the supervisors (9% of probation and 7% for parole) reported case assignment according to offender risk.

Availability of Victim Information for Case Management Purposes

"...and never underestimate the significant power that understanding victims and their trauma will bring into the field"--Arizona probation officer, personal correspondence, November 1994.

Many victims of sexual assault know their perpetrator (Russell, 1984) and, in cases of sexual assault on a child, the perpetrator is likely to have been a trusted family member or friend. For this and other significant reasons, the crime of sexual assault often results in long lasting trauma (Wyatt and Powell, 1988).

Many probation and parole officers in the field voiced the need to protect victims from the perpetrator and from criminal justice system practices that could re-traumatize the victim (Hindman, 1989, discusses this issue). Many criminal justice professionals interviewed on-site promoted the development of policies and procedures that avoid exacerbating victim trauma, such as eliminating--whenever possible--the need for victims, especially child victims, to testify at trial. In Oregon and Colorado, the use of child advocacy centers is seen as an important part of this process.

Adult victims of sexual assault also experience, at the very least, a traumatic violation of personal safety and personal power. Data obtained during field research indicate that empowering adult sexual assault victims was an important goal of sex offender management. Empowerment of assaulted

¹⁶ Data describing the assignment process for the remaining cases is not available from survey data. However, qualitative data suggest that sex offenders were assigned to non-sex offender specific caseloads for a variety of reasons, including: the offender was charged with a sex offense but convicted of a non-sex offense; sex offense was not the most serious felony of conviction; the sex offense was a misdemeanor; there were too many sex offenders for the number of specialized officers; and administrations in rural settings struggled with logistical constraints.

adults involves respecting their desires, giving them information about sexual assault in general, and systematically providing resources that will help victims be safe. These efforts strive to assist sexual assault-victims restore a sense of control over their life (Lindsey et al. 1993).

Survey respondents were asked about 1) the use of victim impact statements in case planning and management practices, 2) whether the officer had contact with the victim, and 3) if a system was in place that informed the victim of the status of the case. Answers to these questions are presented below.

PROBATION

*Victim Impact Statement*¹⁷

Overall, three-quarters (78%) of probation departments keep a written statement from the victim in the offender's case file. In these agencies, over two-thirds (70%) of probation jurisdictions reported that the statement influences the way in which the case is managed. The victim statement, which typically describes the impact of the crime and specifics about the offense, enables the probation officer to tailor the offender's management plan to reflect the victim's needs. For example, according to survey data, the victim statement is sometimes used to increase supervision contacts and to prohibit the offender from contacting the victim. Survey data indicate that information about the offense contained in the victim statement enables the officer to be aware of the offender's patterns of assault and to supervise the case accordingly. Respondents also reported that the victim statement can be used by the supervising officer as a tool to break through the offender's denial or minimization of the impact of the crime. Statements are sometimes used to inform the officer about the need for offender, and sometimes victim, services. Additionally, one respondent noted that the victim statement influenced the sentence recommended by the probation department.

In probation agencies, 71% of respondents with specialized units and 70% of those without specialized units reported that the victim statement influences how a case is managed. For this practice, then, specialization appears to have no impact on this case management component ($\chi^2 = .008$; $p = .93$; $n = 407$).

¹⁷ Please see Appendix C for an example of a victim impact statement form from the Department of Probation, Madison County, New York.

Officer Contact with Victim

Over one-fourth (29%) of the probation departments reported that officers always or often¹⁸ had contact with the assault victims (when such contact was agreed to by the victim).¹⁹ This contact was significantly more likely to occur when the agency had a specialized unit for managing sexual offenders: 41% of those with specialized units compared to 24% of supervisors without specialized units reported that officers always or often had contact with the assault victims ($x^2 = 8.29$; $p = .001$; $n = 549$).

Informing Victims of Case Status

Nearly one-third (31%) of the probation supervisors reported that their agencies have a system for informing the victim of significant changes in the sex offender's status in the criminal justice system. Agencies that have specialized case management practices were significantly more likely to systematically inform victims: forty-three percent (43%) of probation departments with specialized units systematically informed victims of the criminal justice status of sex offenders on their caseloads compared to one-fourth (26%) of probation agencies without specialized units ($x^2 = 12.95$; $p = .0003$; $n = 509$).

PAROLE

Victim Impact Statement

Nearly two thirds (64%) of parole supervisors reported that their agencies include a written statement from the victim as part of the case file. Victim statements were somewhat less likely to appear in parole files compared to probation (as noted above, probation data indicate three-fourths of agencies include a victim impact statement in the case file). This difference between probation and parole is likely due to the fact that the presentence investigation report is typically the source of the victim statement, and this document may not always be present in the parole file. For agencies that rely on the presentence report for the victim statement, it also could reflect increases in the proportion, over time, of probation policies requiring victim statements. That is, offenders sentenced to prison before victim statements were systematically included in presentence reports will, of course, be paroled without this statement as part of the official record.

Nearly three-fourths (71%) of parole jurisdictions reported that when victim impact statements are part of the file, the presence of this victim statement

¹⁸ Respondents were asked to score along a Likert scale with response categories of "always," "often," "sometimes," "rarely," and "never." In the presentation of these findings "always" and "often" have been combined.

¹⁹ Some victims exercise their choice not to have further contact with the criminal justice system.

influences the way in which the case is supervised, particularly in terms of victim contact and supervision intensity (see discussion above regarding probation). Specialization of caseloads does not seem to impact this supervision factor: 67% of those specialized, compared to 73% of those not specialized, allowed information from the victim to influence case management ($\chi^2 = .937$; $p = .33$; $n = 274$).

This statement, according to many parole respondents, reflected the level of the victim's fear, and therefore was important in terms of risk assessment. In fact, the risk and dangerousness associated with sexual offenders--and the importance of the victim's statement in light of this--were mentioned by parole supervisors considerably more often compared to probation officers, according to qualitative data. This focus on risk by parole respondents may reflect the greater representation on parole caseloads of rapists and offenders who used overt violence in the commission of crimes that resulted in prison, and eventually parole, sentences.

The presence of victim impact statements in parole files did not vary considerably according to specialization: 66% of specialized and 62% of nonspecialized parole units included the victim impact statement in the file ($\chi^2 = .454$; $p = .501$; $n = 316$).

Officer Contact with Victim

Overall, 19% of parole supervisors reported that their staff always or often²⁰ had regular contact with the assault victim.²¹ Specialization may slightly influence whether the supervising parole officer had victim contact: 23% of those with specialized units and 18% of those without specialized units reported that officers always or often had contact with the assault victims, but this difference is not significant according to crosstabulation analysis ($\chi^2 = 1.66$; $p = .44$; $n = 424$).

Informing Victims of Case Status

Only 30% of the parole supervisors reported that their agencies systematically informed the victim of significant changes in the sex offender's status in the criminal justice system. No difference exists between probation and parole agencies on this item since, as noted above, 31% of probation supervisors reported their agencies systematically informed victims of the status of sex assault cases.

²⁰ Respondents were asked to score along a Likert scale with response categories of "always," "often," "sometimes," "rarely," and "never." In the presentation of these findings "always" and "often" have been combined.

²¹ As noted previously, some victims exercise their choice not to have further contact with the criminal justice system.

Forty-six percent (46%) of parole departments with specialized units systematically inform victims of significant changes in the criminal justice status of sex offenders on their caseloads, compared to 39% of parole agencies without specialized units, but this difference is not significant ($\chi^2 = 1.70$; $p = .19$; $n = 376$).

SUMMARY: VICTIM INFORMATION AND CASE MANAGEMENT

- Seventy-eight percent (78%) of probation supervisors reported their agency includes a written victim impact statement in the offender's case file, compared to 63% of parole respondents.
- Twenty-nine percent (29%) of probation supervisors and 19% of parole supervisors had contact with the assault victim, and this practice was more likely to occur when caseloads or units were specialized.
- Thirty-one percent (31%) of probation supervisors and 30% of parole supervisors reported their agencies had a system for informing victims of significant changes in the status of the sex offender's case, and this practice was significantly more likely to occur when caseloads or units were specialized.

Sex Offender Management Practices and Special Conditions²²

"One of the greatest problems we have is not having strict enough conditions for sex offenders"--Indiana probation supervisor, telephone interview, August 25, 1994.

Imposing special supervision conditions, court-ordered or officer-ordered, is one way to maintain external controls over sex offenders. Ordering special conditions is a common practice among jurisdictions represented in this study. These specific restrictions and requirements include waiving confidentiality among officer, treatment provider, polygraph examiner, and others; prohibiting all contact with current or past victims or, where appropriate, any minor; submitting to and paying for regular polygraph exams; prohibiting the possession and use of pornography; maintaining employment and living arrangements that prevent opportunities for contact with potential victims; restricting transportation and mobility when appropriate; and additional conditions related to the specific abuse patterns of each offender. These field data are consistent with survey respondents.

²² Please see Appendix C for examples of standard special conditions forms obtained from Orange County, California.

As previously mentioned, those professionals who work closely with sex offenders believe interventions designed to prevent recidivism must be personalized by targeting unique, individual risk factors (see Marshall and Pithers, 1994). Such individual risk factors can best be addressed by instituting, court- or officer-ordered terms and conditions.

PROBATION

Contact Requirements

Just over half (58%) of the probation respondents indicated that the number of supervision contact requirements were more frequent for sex offenders compared to non-sex offenders. For departments that had specialized units or caseloads, however, 75% reported more frequent contact standards compared to 51% of the nonspecialized agencies, a statistically significant difference ($\chi^2 = 32.95$; $p < .001$; $n = 544$).

Treatment

According to data obtained during the telephone survey, many supervision conditions were different for sex offenders than for non-sex offenders. For example, 87% of probation respondents reported that treatment was always or often a court- or officer-ordered condition required of sex offenders. This focus on treatment is slightly more likely to occur when agencies have specialized case management practices: 91% of probation respondents with specialized units and 85% of respondents from units without specialization stated that treatment was always or often a condition for sex offenders, but this difference is not statistically significant according to crosstabulation analysis ($\chi^2 = 3.20$; $p = .20$; $n = 553$).

No Contact Orders

Four-fifths (81%) of probation agencies prohibited the offender from contacting the victim. This prohibition is slightly more likely to occur when agencies have specialized case management units: 84% of probation respondents with specialized units and 80% of respondents from units without specialization reported always or often prohibiting the offender from contacting the victim, but the difference is not statistically significant ($\chi^2 = 1.51$; $p = .47$; $n = 553$).

Four-fifths (82%) of probation agencies always or often prohibited child sex offender contact with all minors. This was slightly more likely to occur with specialized caseloads: 85% of probation agencies with specialized units reported that contact with minors by the offender was prohibited always or often and 80% of respondents from nonspecialized units reported this condition, but the difference is not statistically significant ($\chi^2 = 3.43$; $p = .18$; $n = 551$).

Polygraph Examinations

These data suggest that just over one-tenth (11.4%) of probation agencies nationwide are combining supervision, treatment, and the polygraph examination, indicating a need for significant improvement in this vital area of sex offender management.

Ten percent (10%) of probation supervisors reported that offenders were always or often required to undergo polygraph examinations for treatment or supervision purposes. This finding is particularly important given information obtained during the field research conducted for this project that indicated the essential use of the polygraph in conjunction with treatment. For example, one officer summed up the sentiment expressed by many we interviewed when he commented, "I cannot imagine supervising this population without the polygraph." Elsewhere we discuss the critical need for combining the polygraph, treatment, and correctional supervision in a triangle of containment to effectively manage sex offenders in community settings (*Managing Adult Sex Offenders on Probation and Parole: A Containment Approach*, 1995). We analyzed the survey data to examine the extent to which this practice is occurring nationwide. Among probation supervisors who reported treatment was always or often required of sex offenders, only 11% said the polygraph was always or often a special condition of supervision.²³ This finding suggests that just over one-tenth of probation agencies nationwide are combining supervision, treatment, and the polygraph examination. This demonstrates a need for significant improvement in this vital area of sex offender management.

Polygraph examinations were more than twice as likely to be used in probation agencies that utilized specialized case management practices: polygraph examinations were always or often required according to 18% of the supervisors who reported specialization compared to only 7% of nonspecialized probation departments ($\chi^2 = 27.59$; $p < .001$; $n = 539$).

Electronic Monitoring

Finally, eight percent (8%) of all probation departments, regardless of specialization, always or often used electronic monitoring on a routine basis as a special community placement condition. An interesting finding is the slightly more frequent use of the polygraph compared to electronic monitoring devices (11% compared to 8%, respectively).

Polygraph examinations were more than twice as likely to be used in agencies that utilized specialized sex offender case management practices.

PAROLE

Contact Requirements

Nearly two-thirds (63%) of the parole supervisors indicated that the number of supervision contact requirements were more frequent for sex offenders

²³ Fifty-three respondents from the 18 following states reported that this vital coordination between treatment, supervision, and polygraph monitoring exists in parts of their states: Alaska, Arizona, California, Colorado, Florida, Hawaii, Idaho, Kansas, Michigan, Mississippi, Montana, New York, Oregon, Pennsylvania, Tennessee, Texas, Virginia, and Washington.

compared to contact requirements for non-sex offenders. For departments that were specialized, however, 79% reported more frequent contact standards compared to 56% of the nonspecialized agencies, a statistically significant difference ($\chi^2 = 26.70$; $p < .001$; $n = 423$).

Treatment

Eighty-five percent (85%) of parole supervisors reported that treatment was always or often a condition required of sex offenders. Agencies with specialized management practices were more likely to require treatment compared to nonspecialized units (91% and 82%, respectively), a statistically significant difference ($\chi^2 = 6.67$; $p = .04$; $n = 426$).

No Contact Orders

Over three-fourths (77%) of parole agencies prohibited the offender from any contact with victims. Specialized management practices do not appear to impact this supervision condition: 76% of parole respondents from specialized units reported that offenders were always or often prohibited from contacting the victim compared to 78% of respondents representing agencies without specialization ($\chi^2 = .713$; $p = .700$; $n = 424$).

Discussing another form of no-contact order, 85% of parole supervisors reported their agencies always or often prohibited child sex offender contact with all minors. The proportion of agencies prohibiting contact with minors was consistent regardless of specialization.

Polygraph Examinations

Nine percent (9%) of parole supervisors reported that offenders were always or often required to undergo polygraph examinations for treatment or supervision purposes. Polygraph examinations were significantly more likely ($\chi^2 = 25.63$; $p < .001$; $n = 426$) to always or often be required in specialized parole agencies compared to agencies without specialized programs (17% compared to 5%, respectively). Please refer to the discussion in the Introduction regarding probation conditions and use of the polygraph for an overview of this issue.

Electronic Monitoring

Ten percent (10%) of parole departments (9% with specialized programs and 10% without specialized programs) "always" or "often" used electronic monitoring as a special community placement condition.

Parole supervisors, compared to probation supervisors, more frequently mentioned the use of sex offender registration, use of urinalysis, and the use of special evaluations in the management of this population.

Nine percent (9%) of parole supervisors reported that offenders were "always" or "often" required to undergo polygraph examinations for treatment or supervision purposes.

SUMMARY: MANAGEMENT PRACTICES AND SPECIAL CONDITIONS

- Just over half (58%) of the probation supervisors and 63% of parole respondents indicated that the number of supervision contacts were more frequent for sex offenders compared to non-sex offenders. Supervisors representing agencies that had specialized caseloads, compared to those without specialized caseloads, were significantly more likely to report more frequent contact standards for sex offenders than non-sex offenders.
- Over 85% of probation and parole supervisors reported treatment was always or often a condition for sex offenders receiving community supervision.
- Over three-fourths of probation and parole supervisors reported that orders for no contact with the victim were always or often a condition of community supervision.
- Ten percent of probation supervisors and 9% of parole supervisors reported that offenders were always or often required to undergo polygraph examinations for supervision or treatment purposes.
- Probation and parole agencies with specialized caseloads were over twice as likely as nonspecialized agencies to use polygraph examinations.
- Fewer than ten percent of agencies reported routine use of electronic monitoring of sex offenders.

Sanctioning and Revocation Practices

"We don't have the authority to take immediate action to get an offender off the street. Information is often shuffled from desk to desk for two or more months before anything is done" --*New Mexico probation/parole supervisor, telephone interview, August 11, 1994.*

"I've never had the parole board refuse to revoke. I've never had the courts refuse to revoke" --*Oregon probation/parole officer, personal interview, July 25, 1994.*

Survey respondents indicated that supervising officers required a range of sanctions to "tighten the reins" on sex offenders when they began to exhibit high risk behavior patterns or when they were out of compliance with supervision or treatment conditions. In communities that used a systematic containment approach to offender management, policies underscored the need for immediate consequences for violations of supervision orders.

PROBATION

Probation respondents reported that, short of revocation, several methods were used to impose tighter controls over offenders. In 32% of the probation agencies, increasing the number of supervision contacts was used as a method to tighten control over an offender. This method was *more* likely to be reported by supervisors reporting for agencies *without* specialized sex offender management units compared to those with specialization (36% of nonspecialized agencies compared to 25% of specialized agencies). Information obtained from field research suggests that specialized agencies may maximize offender contacts from the onset of supervision and seek to use a variety of quickly imposed intermediate sanctions for violations of the conditions of probation and parole.

According to survey data, electronic monitoring was used to impose tighter control over an offender by 8% of the probation departments. Electronic monitoring was reportedly used to impose tighter controls by 8% of probation agencies with or without specialized units. Specialized agencies were twice as likely as nonspecialized agencies (14% compared to 7%, respectively) to use temporary placements in jails or halfway houses as sanctions for noncompliance with supervision or treatment conditions.

Rather than corresponding with specialized caseload management, the frequent use of prerevocation sanctions appears related to how quickly the sanctions discussed above can be implemented. For example, increased supervision contacts could be imposed in less than 24 hours in 80% of probation agencies. Additionally, electronic monitoring could be imposed in less than 24 hours in 55% of probation agencies. Overall, offenders could be placed in jail or halfway houses in less than 24 hours in 52% of probation agencies. On average, using electronic monitoring, jail, and halfway houses occurred slightly more quickly in jurisdictions without specialized management practices.

Probation supervisors were asked to rank, on a subjective one-to-ten scale (ten being highest) their comfort level with the sanctions available to them short of a revocation. On average, respondents were moderately comfortable with the sanctions available to them. The mean comfort level among probation supervisors was 6.9 on the one-to-ten scale.

The categories were collapsed into three relative levels of comfort: less comfortable (scores 1 through 3), comfortable (scores 4 through 6), and more comfortable (7 through 10). Two-thirds (66%) of the probation supervisors reported comfort levels in the more comfortable category; 8% of the nation's probation supervisors reported that they were, relatively, less comfortable with the availability of nonrevocation sanctions for sex offender noncompliance behaviors, and the remaining 26% were comfortable. However, a higher proportion of supervisors in agencies that used specialized case management practices, compared to those in nonspecialized

Specialized agencies were twice as likely as nonspecialized agencies (14% compared to 7%, respectively) to use temporary placements in jails or halfway houses as sanctions for noncompliance with supervision or treatment conditions.

agencies, were significantly more likely to report higher comfort levels: supervisors who represented specialized agencies reported their mean comfort level on the scale of one to ten as 7.4 compared to 6.7 for supervisors of nonspecialized agencies ($F = 5.09$; $p = .024$; $n = 555$). When the data were collapsed into three categories of comfort, 75% of probation agencies with specialized units were significantly more likely to feel "more comfortable" with the sanctions available to them short of a revocation, compared to 62% of probation agencies without specialized units ($\chi^2 = 8.69$; $p = .013$; $n = 555$).

Probation supervisors were further asked to rank, on a subjective scale of one-to-ten, their level of comfort with the actual revocation *process*.²⁴ Overall, regardless of whether probation agencies had specialized caseloads, probation supervisors reported having a mean comfort level of 7.4 on a one to ten scale with the revocation process ($F < .001$; $p = .692$; $n = 554$). Again, we collapsed this variable into three categories of relative comfort. Overall, 70% of the probation supervisors reported that they felt relatively more comfortable with their jurisdiction's revocation process. Unlike the finding reported above, supervisors representing specialized units were slightly less likely to report feeling more comfortable with the revocation process compared to respondents from nonspecialized agencies (68% and 71%, respectively), but this difference is not significant ($\chi^2 = .736$; $p = .692$; $n = 554$).

PAROLE

Parole respondents reported that, short of revocation, several methods were used to impose tighter controls on an offender. Increased supervision was most often reported as a method used to tighten controls on an offender in 28% of the parole agencies. Consistent with the probation findings reported above, increased supervision contacts were used by 20% of parole agencies with specialized units and 33% of probation agencies without specialized units. As stated above, we suspect this difference may be due to the tendency of specialized agencies to maximize supervision contacts with sex offenders as part of the regular monitoring process.

The use of electronic monitoring to impose tighter controls short of revocation was reported by 10% of the parole departments. Again, use of this sanction appears to be independent of specialization practices: electronic monitoring was used by 8% of parole agencies with specialized units while 13% of parole agencies without specialized units used electronic monitoring to tighten controls.

²⁴ Respondents were asked to rank, on a scale of one (low) to ten (high), how comfortable they felt with the revocation process in their jurisdiction. Responses were collapsed into three categories: 1-3, less comfortable; 4-6, comfortable; and 7-10 more comfortable.

Nine percent (9%) of parole agencies reported placing offenders temporarily in jails or halfway houses, and the frequency of this response occurred regardless of specialized approaches.

Consistent with the probation findings reported above, the frequent use of prerevocation sanctions seemed to corresponded with how quickly these sanctions can be implemented. For example, regardless of whether or not specialized practices were in place, increased supervision contacts could be imposed in less than 24 hours in 88% of parole agencies and electronic monitoring could be imposed in less than 24 hours in 55% of parole agencies. Further, 56% of parole respondents reported that offenders could be placed in jail or halfway houses in less than 24 hours.

Parole supervisors were asked to rank, on a scale of one (low) to ten (high), how comfortable they felt with the prerevocation sanctions available in their jurisdiction. The mean comfort level reported by all parole supervisors was 7.1, regardless of whether their agencies were specialized ($F = .104$; $p = .747$; $n = 420$). Responses were collapsed into three categories: 1-3, less comfortable; 4-6, comfortable; and 7-10 more comfortable. Slightly over two-thirds (68%) of the parole supervisors reported they were more comfortable with the prerevocation sanctions available in their jurisdictions, and 6% reported at the less comfortable range of the scale. The reported comfort level did not vary according to whether the supervisor reported for agencies that had sex offender specialization practices ($\chi^2 = .275$; $p = .871$; $n = 420$).

Respondents were asked to rank, on a scale of one (low) to ten (high), their level of comfort with the actual revocation *process*. The average response by all supervisors was 7.8; respondents representing specialized units reported a mean comfort level of 7.6, compared to respondents from nonspecialized units whose reported mean comfort level was 7.8 ($F = .008$; $p = .930$; $n = 425$). In general, about 77% of parole supervisors report high levels of comfort with the revocation process available in their jurisdictions, regardless of specialization ($\chi^2 = .760$; $p = .684$; $n = 425$).

SUMMARY: REVOCATION PRACTICES

- Specialized departments were more likely to use confinement as a prerevocation sanction compared to electronic monitoring or increased supervision contacts. One reason for this may be the effectiveness of confinement in managing potential abusive behavior.
- Sanctions that could be imposed immediately--in less than 24 hours--were the most likely sanctions to be used by probation and parole officers supervising sex offenders.

- Fewer than ten percent of the nation's probation and parole supervisors reported feeling uncomfortable with the *availability of sanctions* for noncompliance and with the *process of revocation* as it relates to sex offenders in their jurisdiction.
- On a subjective scale (1-10), probation supervisors reported a mean level of 6.9 in terms of their comfort level with existing prerevocation sanctions. The average response from parole supervisors was 7.1.
- When asked how comfortable (1-10 scale) they felt with the revocation *process* in their jurisdictions, the mean response for probation supervisors was 7.4 compared to 7.8 for parole supervisors.

Sex Offender Treatment

"We have a distinct lack of qualified programs and counselors"--*Texas probation supervisor, telephone interview, July 19, 1994.*

Sex offender specific programming focuses on the details of the actual sexual behavior--the fantasies, the arousal, the planning, the rationalizations (Herman, 1990). This focus on the offender's deviant thoughts and behavior patterns is critical because specific cognitions, or thought patterns, are correlated with acts of sexual assault. While criminal thinking is not typically in and of itself a crime, research and clinical experience indicate that specific attitudes, beliefs, and thoughts are precursors to rape and molestation.²⁵

While criminal thinking is not typically in and of itself a crime, it is a common precursor to sexual assault: "The sex offender's deviant fantasies are tantamount to planning sessions for the refinement of future behaviors" (Pithers, 1990:344).

Thinking includes memory and association, images, information-processing and other psychological dimensions that fall outside the traditional domain of criminal justice, and inside the domain of psychotherapeutic and biomedical treatment. But, sex offenders cannot be treated or rehabilitated unless their behavior is effectively controlled, according to Herman, 1990. For this to occur, "[e]xternal motivation for change must...be provided. In the case of sex offenders, legal sanctions and careful, sustained supervision (e.g., intensive probation or parole and, in some cases, incarceration) are the most appropriate sources of external motivation" (Herman, 1990:185).

Many therapists interviewed during the field research clearly expressed their need for the criminal justice system to apply pressure to keep sex offenders

²⁵ See *The Handbook of Sexual Assault*, by Marshall et al. (1990) and the special issue of *Criminal Justice and Behavior*, edited by Prentky (March, 1994) for excellent overviews of these issues.

working hard in treatment programs: "Professionals who attempt treatment must ally and cooperate with law-enforcement authorities.... Though such measures are traditionally considered punitive and antitherapeutic...mental health professionals recognize that coercive measures are both therapeutic and necessary when a patient represents a clear danger to himself or others. Sex offenders are dangerous" (Herman, 1990:185). Therefore, the management of sexual assault perpetrators involves linking mental health and criminal justice professionals in a public safety endeavor unprecedented in its intensity and scope.

According to field data, in jurisdictions where a containment approach was employed, sex offender treatment was an integral part of the sex offender management plan. Treatment focused on recognizing, changing, and managing deviant sexual behavior and the offender's attitudes that promote it. Therapeutic intervention was combined with supervision, psycho-education, behavior modification, and relapse prevention techniques. The primary intervention was group therapy, and progress was based on individual growth and positive change rather than the amount of time spent in treatment. In most of the jurisdictions visited for this study, treatment providers met certain criteria required by probation and parole agencies, and frequently offenders could meet their treatment requirements only by participating in programs with therapists approved by the agency. Offenders were nearly always required to pay at least a portion of their treatment costs.

The survey data about sex offender treatment presented below do not describe the interventions specifically, but they clearly indicate that treatment in some form is commonly required of sex offenders under community supervision.

PROBATION

The Need for Sex Offender Treatment Providers

As reported above in the discussion of special supervision conditions, 87% of probation supervisors reported that treatment is court- or officer-ordered for sex offenders. However, 26% of probation supervisors reported that sex offender therapy programs were needed in their jurisdictions. Survey data do not indicate whether needed programming refers to creating programs where none exist or that additional treatment services were needed.

Selecting Treatment Providers

Over half of the probation agencies (59%) contacted reported that they had a list of treatment providers who were approved by the agency or by the court to provide treatment to sex offenders. Seventy-four percent (74%) of probation supervisors with specialized programs reported they had an

The management of sexual assault perpetrators involves linking mental health and criminal justice professionals in a public safety endeavor unprecedented in its intensity and scope.

approved list of treatment providers compared to 51% of nonspecialized programs. This difference is significant ($\chi^2 = 11.35$; $p = .0008$, $n = 239$), indicating specialization may facilitate the use of identified, locally-approved providers.

Twenty-six percent (26%) of probation supervisors reported that sex offender therapy programs were needed in their jurisdictions.

When a list of treatment providers was not available (in 41% of all probation agencies), referrals were usually made according to either therapist availability or the credibility of the therapist.²⁶ Overall, 27% refer clients to therapists based on the availability of services. Nearly one-fourth (24%) of probation agencies with specialized units and 25% of probation agencies without specialized units reported selecting treatment providers based on availability. Credibility and reputation was the most likely criterion mentioned by respondents in agencies that used specialized case management approaches: 35% of probation respondents with specialized units and 21% of probation agencies without specialized units reported that treatment providers were selected on the basis of the therapist's credibility and reputation. (These categories are not mutually exclusive).

Payment for Treatment

Data obtained during field interviews revealed that most therapists and specialized officers believed the offender should be responsible for paying for a large portion of the cost of sex offender treatment. Requiring offenders to pay for treatment is an important part of the containment philosophy; this is considered necessary in order to enable offenders to assume complete responsibility for their criminal behavior. Survey data indicate that most sex offenders on probation pay at least a portion of the costs of their treatment.

The survey data indicated that there are many sources of payment for offender treatment, but the cost is primarily paid for by the offender. Overall, 99% of probation respondents name the offender as the "first contributor" of treatment, meaning that the offender paid the largest portion of the treatment cost. Other sources tapped for treatment costs included the state, the supervising agency, medical insurance, and the treatment provider, who contributes by lowering fees.

PAROLE

The Need for Treatment

As reported above in the section regarding special supervision conditions, 85% of parole supervisors reported that treatment is required for sex offenders on their caseloads. However, 26% reported that sex offender therapy programs were needed in their jurisdictions. Survey data do not

²⁶ This was an open-ended question that allowed multiple responses.

indicate whether needed programming refers to creating programs where none exist or that additional treatment services were needed.

Selecting Treatment Providers

Consistent with the probation findings reported above, over half of the parole agencies (56%) contacted reported that they had a list of treatment providers who were approved by the agency or by the court to provide treatment to sex offenders. More parole supervisors with specialized units compared to those with nonspecialized units reported having an approved list of treatment providers, 69% and 50%, respectively. This difference is significant ($\chi^2 = 12.93$; $p = .0003$, $n = 399$), indicating specialization may facilitate the use of identified, locally-approved providers.

When a list of treatment providers was not available, 44% of all parole supervisors reported that the most common criteria for choosing treatment providers are provider availability and credibility.²⁷ Overall, 22% refer clients to therapists based on the availability of services. Over one-third (35%) of parole agencies with specialized units and 23% of parole agencies without specialized units reported choosing a provider based on availability. One-fourth (24%) of parole agencies with specialized units reported that treatment providers were selected on the basis of the therapist's credibility and reputation and compared to 15% of parole agencies without specialized units reported this same criteria. (These categories are not mutually exclusive).

Payment for Treatment

Treatment costs are covered by a variety of sources but, like probation, the offender and the government are most likely to pay for treatment. Overall, 98% of parole respondents reported that the offender pays the largest portion of treatment costs. The state or local agency is the next most likely source of payment for treatment services.

Training

"Being pulled into an offender's manipulation is the biggest problem. Because offenders are so manipulative, officers need constant training. They should get more involved with victims and work toward a system that confronts the offender"--Texas parole supervisor, telephone interview, July 25, 1994.

There are still a lot of holes in the system"--Pennsylvania probation/parole supervisor, telephone interview, August 16, 1994.

²⁷ This was an open-ended question allowing multiple responses.

Interview data from both the telephone survey and the field research often referred to the complex nature of sex offending behavior and the potential dangerousness of offenders. Field data revealed supervising officers and managers believe it is necessary for all probation and parole officers, both specialized and nonspecialized--and their supervisors--to receive training. Training is essential so that all levels of staff understand the specific issues inherent in managing sex offenders.

Recency of training is important to the effective management of sex offenders because developments in sex offender treatment and management are constantly changing. It is important that training include up-to-date knowledge and techniques. The survey data indicated a clear need for increased and continual training.²⁸

PROBATION

Probation Supervisors: Two-thirds (68%) of probation supervisors reported that they had, at some point, received specialized training on managing sex offenders. Recency of training is important in a field that is rapidly gaining knowledge and skills relevant to the effective management of sex offenders. For this reason, annual training is vital to assure the use of state-of-the-art management practices.

Of supervisors who had received training, 34% had received training in the past year, 24% had received training between one and two years ago, and the remaining 42% received training more than two years ago.

Supervisors of specialized units were more likely to receive recent training. Nearly one-half (44%) of the specialized supervisors and one third (29%) of the nonspecialized supervisors have received training within the last year, as described in Table One.

²⁸ Respondents were asked about the recency of sex offender management training. The survey did not address the quality or relevance of this training.

Nearly one-third of the probation supervisors reported they had never received training in sex offender management, and only 34% had training in the last year. This represents a significant training need among probation supervisors.

Table One
Recency of Sex Offender Management Training by Specialization:
Probation Supervisors
(n = 172, ever received training)

	Specialized Unit	Nonspecialized Unit
EVER TRAINED IN SEX OFFENDER MANAGEMENT	76%	63%
Training received within last 12 months	44%	29%
Training received between 1 and 2 years ago	19%	26%
Training received more than 2 years ago	37%	45%
Total	100%	100%

$\chi^2 = 4.16; p = .12$

Probation Officers: Survey data indicate that 80% of probation officers had ever received training on managing sex offenders. Of those who have been trained, just over half (54%) received training in the 12 months prior to participating in the national survey. As described in Table Two, agencies using specialized case management approaches were significantly more likely to have officers who had been recently trained (within the last year). This finding reflects two points: 1) the need for immediate training for thousands of probation officers, and 2) that specialized agencies are more likely to provide recent sex offender management training.

Table Two
Recency of Sex Offender Management Training by Specialization: Probation Officers
(n = 186, ever received training)

	Specialized Unit	Nonspecialized Unit
EVER TRAINED IN SEX OFFENDER MANAGEMENT	86%	78%
Training received within last 12 months	65%	48%
Training received between 1 and 2 years ago	27%	32%
Training received more than 2 years ago	08%	20%
Total	100%	100%

$\chi^2 = 5.97; p = .05$

PAROLE

Parole Supervisors: Overall, 68% of parole supervisors reported that they had ever received specialized training on managing sex offenders. Of these, 41% had received training in the past year, 23% had received training between one and two years ago, and the remaining 36% received training more than two years ago. Seventy-eight percent (78%) of parole supervisors managing specialized units and 64% of nonspecialized unit

supervisors received training on managing sex offenders. As indicated in Table Three, specialization is significantly related to recency of training for parole supervisors.

Table Three
Recency of Sex Offender Management Training by Specialization: Parole Supervisors
 (n = 289, ever received training)

	Specialized Unit	Nonspecialized Unit
EVER TRAINED IN SEX OFFENDER MANAGEMENT	78%	64%
Training received within last 12 months	56%	32%
Training received between 1 and 2 years ago	16%	27%
Training received more than 2 years ago	28%	41%
Total	100%	100%

$\chi^2 = 15.38; p = .0005$

Parole Officers: Survey results indicate that, overall, 76% of parole officers had ever received training on managing sex offenders. Of these parole officers, 58% had received training in the past year, 29% had received training between one and two years ago, and the remaining 12% had received training more than two years ago.

Respondents reported that 85% of specialized and 75% of nonspecialized parole officers received training on managing sex offenders. Of the specialized officers, 72% received training in the past year, 22% had received training between one and two years ago, and the remaining 6% received training more than two years ago. Nonspecialized officers were significantly less likely to receive recent training compared to specialized officers, as reflected in Table Four.

Table Four
Recency of Sex Offender Management Training by Specialization: Parole Officers
 (n = 298, ever received training)

	Specialized Unit	Nonspecialized Unit
EVER TRAINED IN SEX OFFENDER MANAGEMENT	85%	75%
Training received within last 12 months	72%	50%
Training received between 1 and 2 years ago	22%	34%
Training received more than 2 years ago	06%	16%
Total	100%	100%

$\chi^2 = 14.79; p = .0006$

Interagency Collaboration

"I have an excellent relationship with the police because I help them solve crimes"--*Ohio parole officer, personal interview, November, 28, 1994.*

"One of the biggest problems is the lack of trained personnel and resources to work with these individuals"--*Pennsylvania probation/parole supervisor, telephone interview, August 16, 1994.*

In her keynote address to the Association for the Treatment of Sexual Abusers (1994), Fay Honey Knopp emphasized the need for teamwork and collaboration: "The world we choose to act in daily is a world filled with trauma and pain and unremitting challenges....Our style in this movement is one of networking and sharing....[T]o come together....[T]o appreciate and gain strength and skills from one another." Knopp also emphasized the need to strengthen networks by sharing and disseminating information and research, and the necessity of building bridges with related disciplines to "eradicate" sexual abuse.

Interagency collaboration was considered a necessity by criminal justice professionals in jurisdictions where effective sex offender programming exists. Field research on the criminal justice response to rape also supports the necessity of collaborative efforts (for example, Epstein and Langenbahn, 1994): Such collaboration can enhance case processing by facilitating networking, ongoing information sharing, and multi-agency cooperation. Data from field interviews also suggest that collaboration and networking may help prevent officer burnout.

Only one-third (32%) of probation respondents reported that there is an interagency group that meets on a regular basis to discuss sex offense issues.

PROBATION

Despite the fact that field data indicated the necessity of interagency collaboration in effectively managing sex offenders, only one-third (32%) of probation respondents reported that there is an interagency group that meets on a regular basis to discuss sex offense issues. According to qualitative survey data, these groups primarily meet to share knowledge and information, to network with other professionals working with sex offender issues, and to discuss the supervision and progress of individual offenders.

Probation supervisors most frequently reported participation in interagency teams or collaborative efforts (in addition to probation members) by law enforcement (20%) and treatment providers (20%).²⁹ This finding was consistent regardless of whether specialized units were present.

²⁹ Other meeting participants included: state and federal agency representatives, social services, prosecuting and defense attorneys, child and victim advocates, judges, court staff, polygraph examiners, school district representatives, medical personnel, and church representatives.

PAROLE

Approximately one-third (32%) of parole respondents reported that there is an interagency group that meets on a regular basis to discuss sex offense issues. According to qualitative data, these groups primarily meet to share knowledge and information, to network with other professionals interested in sex offender issues, and to discuss the supervision and progress of individual offenders.

The most frequently reported participants in interagency teams, according to parole supervisors, were law enforcement (29%) and treatment providers (14%).³⁰ These participants were the most frequently mentioned regardless of whether the parole office had a specialized unit.

Conclusion

Sex offenders are a difficult correctional population to effectively manage. Probation and parole officers must closely monitor this group of offenders, set special conditions, require offense specific treatment, and develop case-specific management and supervision plans.

Probation and parole supervisors who managed specialized officers or specialized units--officers whose job duties and training was specifically focused on the management of sex offenders--were more likely to report that these practices were in place. These agencies were more likely to:

- Be victim oriented;
- Impose special supervision conditions;
- Use polygraph data;
- Conduct after-hours monitoring of the offender;
- Use jail or halfway houses as intermediate sanctions short of revocation;
- Be comfortable with the prerevocation sanctions available to them;
- Have an approved list of treatment providers for their clients--and choose treatment providers based on credibility when lists were not available; and
- Have received sex offender management training within the last year.

Survey respondents strongly indicated the need for up-to-date and ongoing training in the area of sex offender management for officers and their supervisors who manage sex offenders. Further, 25% of survey

³⁰ Other meeting participants included: state and federal agency representatives, social services, prosecuting and defense attorneys, child and victim advocates, judges, court staff, polygraph examiners, school district representatives, medical personnel, and church representatives.

respondents indicated a need for more sex offender treatment programs. In sum, the findings from this 1994 national survey of probation and parole supervisors indicate that, while most agencies are making some effort to manage sex offenders differently than non-sex offenders, those agencies where specialization of job duties exist are likely to have more sex offender specific practices in place.

RECOMMENDATIONS

According to the survey data, many aspects of adult felony sex offender management by criminal justice agencies need immediate improvement. Some improvements can occur with very little cost or delay. We compared the survey findings with data obtained during the field research and from extensive reviews of the research and theoretical literature on sex offender management, treatment, and victim trauma. Based on this comparison, we make the following observations:

- Training in the area of sex offender management needs to be prioritized by the U.S. Department of Justice and by local jurisdictions. Training participants should include probation and parole supervisors and officers, judges, prosecuting attorneys, law enforcement, the defense bar, treatment providers, and medical personnel. Once formal training has occurred, cross training by law enforcement officials, district attorneys, victim and offender treatment providers, and probation and parole officers with expertise in directly managing sex offender cases is the preferred method of education.
- Adult sex offenders should be managed according to an individualized supervision plan designed according to the offender's idiosyncratic risk factors.
- To prioritize public safety, we urge policymakers to strictly limit the caseload size of officers managing sex offenders.
- We suggest that probation and parole agencies implement special supervision conditions for sex offenders that restrict specified activities, including employment that facilitates the offender's access to victims.
- We urge jurisdictions to prioritize the development of a variety of immediate, short-term, prerevocation sanctions for sex offenders who place themselves in high risk situations. Such sanctions include, but are not limited to, 72-hour mental health holds, short term jail confinement, additional counseling sessions, day fines, and halfway house confinement.
- Criminal justice agencies should create specialized sex offender crime units with designated staff (who volunteer for the assignment) to receive specialized training or education. Organizations with designated experts in sex crimes and assault patterns facilitate

According to the survey data, many aspects of adult felony sex offender management by criminal justice agencies need immediate improvement.

communication across agencies and across jurisdictions, and significantly enhance the likelihood that containment strategies will be successfully implemented.

- We recommend that collaboration across agencies and across disciplines--including victim advocate agencies--be facilitated in each criminal justice jurisdiction. Protocols and memorandums of understanding should document the responsibilities of each agency and agency representative.
- When the victim chooses to participate, information obtained from the sex assault victim should be prioritized in sex offender management plans.
- We recommend the development of policies and procedures that require the sex assault victim or the victim's guardian to be informed, if requested, of any change in the offender's criminal justice status.
- Full participation in specialized sex offender treatment should be required of offenders under the supervision of the criminal justice system. Offender payment of at least a portion of this treatment is encouraged.
- Specialized sex offender treatment programs that require offenders to waive confidentiality requirements and include cognitive-behavioral therapy, group therapy, and polygraph monitoring should be identified and officially approved and monitored by probation and parole agencies.
- A lack of treatment programs for sex offenders was reported by one quarter of the respondents. Efforts should be made to encourage competent therapists to obtain special training and to develop treatment programs for sexual offenders. In exchange for agreements that therapists provide treatment services in locations that are accessible to their clients, local jurisdictions could provide training programs endorsed by the Association for the Treatment of Sexual Abusers (ATSA).
- The American Polygraph Association should train and certify examiners to specialize in testing sexual offenders.
- Use of the polygraph (by examiners specially trained) in the treatment and monitoring of sex offenders should be prioritized.
- Plea bargaining or charge bargaining practices for sex abuse cases should preserve the sexual nature of the crime. Otherwise, the

criminal justice record may not reflect the original sex assault charge, and the ability to detect assaultive patterns from official records is compromised.

- Probation investigation reports should contain a detailed description of the assault, including the relationship between the perpetrator and the victim, the duration of the assault(s), and specific information about what the offender said and did before, during, and after the crime. Employment information, particularly as it relates to victim access, should also be documented and verified. Criminal history and employment information is vital to developing an effective supervision plan and will assist in the investigation of future allegations. The probation report is typically the most frequently used document in the file and follows the offender throughout the criminal justice system.
- Long term, even lifetime, supervision sentences should be considered by local policy makers and, if implemented, adequate resources should be made available.
- Officer safety should be prioritized. Officers should be encouraged to work in teams.
- Working with this dangerous and manipulative population is psychologically taxing for supervising officers. Agencies should make every effort to provide counseling and other resources to officers that will help counter the stress undertaken by this important public safety duty. Post Traumatic Stress Syndrome should be a component of training for officers, as it is something that *they* may experience as a result of working with this population (see Pullen and Pullen, 1996).
- Predicting dangerousness is central to the management of this population, underscoring the urgent need to construct and validate jurisdiction-specific actuarial risk assessment tools. Research in this area should prioritize the development of empirical sex offender assessment instruments to identify subgroups of offenders who may be most amenable to community supervision.

We believe that all of these activities need to occur to improve the management of sex offenders serving community sentences. However, the process of improvement and modification is inherently incremental. While concerns for public safety mandate that all jurisdictions strive towards the implementation of these recommendations, we believe that adopting any of these recommendations--as a starting point--will ultimately improve sex offender management.

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Appendix A

Research Methods

Research Methods

The National Survey

According to Babbie (1995:257), "[s]urvey research is probably the best method available to the social scientist interested in collecting original data for describing a population too large to observe directly." Indeed, this definition aptly describes the intent of this research for--prior to this survey--no information existed about nationwide probation and parole practices regarding sex offenders.

A telephone survey was selected as the method most likely to ensure data quality. Personal contact via the telephone, versus a mailed questionnaire, would more likely result in targeting the correct respondent. Interaction during a telephone conversation allows both the interviewer and the interviewee to ask clarifying questions.

Also, telephone surveys may generate higher participation rates, and response rate was a particular concern: The American Probation and Parole Association (APPA) had recently mailed a questionnaire to its membership, and the response rate was approximately 50%.¹ Assessing national trends for the U.S. Department of Justice's use in policy development required greater participation than APPA experienced. For this reason, a telephone survey method was selected to obtain sex offender management data.

THE SAMPLE

The sample for the telephone survey covered 49 states² and the District of Columbia. The sample was drawn to represent probation and parole agencies across the nation and was stratified based on geographic location and population density. Specifically, each state was divided into four (generally equal) geographic quadrants and, using population figures from the 1990 U.S. Census, one respondent was selected for every 500,000 or fewer people in each quadrant.³

Probation and parole supervisors were selected as survey respondents because of their familiarity with day-to-day office operations. To obtain the

¹ Personal conversation with Timothy Matthews, Director, American Probation and Parole Association, and project advisory board member, August, 1993.

² South Dakota was not included in the study because information about sampling units was not furnished upon request.

³ The researchers appreciate the assistance provided by Dr. David Huizinga, from the University of Colorado, Boulder, for his assistance in the sample design.

names of supervisors, state correctional administrators⁴ were telephoned and asked to provide a list of probation and parole offices within the corresponding jurisdiction. Using the names from these lists, offices were assigned, by county(ies), to one of the four geographic quadrants. Supervisor names were randomly selected from the quadrant office lists.

Using this method, a sample of 873 probation and parole supervisors were identified at the office management level.⁵ Letters were mailed to probation and parole department administrators in each state informing officials of the project and the purpose for contacting individual supervisors.

The sample size was reduced from 873 to 758 respondents contacted for the following reasons: 1) multiple offices were managed by a single supervisor; 2) Arizona parole,⁶ Nebraska probation and parole,⁷ New York parole,⁸ and Virginia probation and parole⁹ were partially represented;¹⁰ 3) some offices handled misdemeanants only; 4) due to downsizing, several offices had been combined; and; 5) interviewers were unable to contact respondents in South Dakota because a list of supervisor names was not provided.¹¹

⁴ Names of state probation and parole administrators were obtained from the 1992-1994 American Correctional Association Probation and Parole Directory (available from 8025 Laurel Lakes Court, Laurel Maryland, 20707-5075) and the American Probation and Parole Association member list provided by the director's office (c/o The Council of State Governments, 3560 Iron Works Pike, P.O. Box 11910, Lexington, KY 40578-1910).

⁵ The sampling design allowed for 917 study participants, based on the formula of one respondent per 500,000 or fewer population. However, fewer offices existed than the design anticipated. For this reason, the maximum number of sampling units available for participation was 873. When offices were identified that did not supervise adult felony sex offenders, a randomly selected alternate office was substituted.

⁶ A correctional administrator in Arizona requested that he represent seven parole offices.

⁷ A correctional administrator in Nebraska requested that he represent five parole offices. Seven probation supervisors were interviewed, as planned.

⁸ One administrator requested that he represent the parole system in New York. However, the designated respondent was unavailable to participate in the telephone interview, so the parole system in the state of New York is not represented.

⁹ In Virginia, six of the 15 eligible respondents were interviewed before a decision from a state official requested the discontinuation of phone calls to the local offices. The decision maker requested his responses represent "one voice" for the state of Virginia.

¹⁰ Partial state responses were not weighted to represent the entire state sample because of variation found in office operations in each state, including those with statewide policies.

¹¹ The sampling design required responses from eight supervisors in South Dakota.

In sum, of the original 873 probation and parole offices identified, 83.3% (758) were contacted by interviewers. Of these, 732 supervisors agreed to participate in the hour-long interview, resulting in an overall response rate of 96.6% of those contacted. Nearly all of the 3.4% who refused to participate in the study mentioned time constraints as their reason for refusal.

SURVEY INSTRUMENT

The 16-page questionnaire was developed by researchers from the Colorado Division of Criminal Justice and reviewed by members of the project Advisory Board.¹² The survey instrument was designed to obtain basic information about policies and procedures related to sex offender case management, treatment and other court orders, staff training and interagency collaboration. Dichotomous (yes/no) questions were asked about the presence of certain supervision methods (for example, "does your jurisdiction have specialized caseloads for sex offenders?"). Also, Likert scale questions were asked regarding the frequency of supervision practices (for example, "How frequently are polygraphs used in the supervision or treatment of sex offenders?") and to tap officers' perspectives about case management (for example, "How comfortable do you feel with the revocation process for sex offenders?"). Finally, the instrument included open-ended questions such as, "How are sex offender cases assigned in your jurisdiction?"¹³

The survey instrument was pre-tested in April 1994. Subsequently, modifications were made to improve the instrument. The telephone survey began in June 1994, was completed in October 1994, and was conducted from offices at the Colorado Division of Criminal Justice in Denver. As Babbie (1995:270) recommends, "if all interviewers are calling from the research office, they can get clarification from the person in charge whenever problems occur, as they inevitably do."

A team of three interviewers who had experience working in the criminal justice system underwent extensive in-house training. The week-long

¹² Members of the Advisory Board: Greg Brown, Probation Supervisor, Boulder County Colorado Probation; James Breiling, Ph.D., National Institute of Mental Health; Carole Carpenter, attorney, former Maricopa County Arizona Supervisor; Vern Fogg, State Administrator of the Office of Probation Services, Colorado Judicial Branch; Voncile Gowdy, Program Manager, National Institute of Justice; Tim Matthews, Staff Director, American Probation and Parole Association; Sam Olsen, Parole/Probation Officer, Oregon Department of Corrections; Myron Steele, Vice Chancellor, Delaware Court of Chancery; Michael Sullivan, Secretary, Wisconsin Department of Corrections; Greig Veeder, sex offender therapist, Colorado Sex Offender Treatment Board; Van Whisman, Parole Supervisor, Colorado Division of Community Corrections; and Thomas Wine, Circuit Judge, Kentucky 30th Judicial District.

¹³ A copy of the data collection instrument is included in Appendix B.

training provided information on the nature of sexual offenders, and the importance of data reliability and validity. Training included the purpose of the study, in-depth coverage of the content of the questionnaire, and mock telephone interviews to ensure inter-interviewer reliability.

Field Research

One of the key strengths of field research is the comprehensiveness of perspective it gives the researcher. By going directly to the social phenomenon under study and observing it as completely as possible, you can develop a deeper and fuller understanding of it... Ultimately, you must analyze and interpret your observations, discerning *patterns* of behavior, finding the underlying *meaning* in the things you observed (Babbie, 1995:281,293, emphasis in original).

We visited the following thirteen jurisdictions in six states:

Maricopa County, Arizona
Boulder County, Colorado
Mesa County, Colorado
East Baton Rouge Parish, Louisiana
Orleans Parish, Louisiana
Calcasieu Parish, Louisiana
Department of Corrections, Ohio
Jackson County, Oregon
Multnomah County, Oregon
Clackamas County, Oregon
Malheur County, Oregon
Jefferson County, Texas
Travis County, Texas

To be sure, other states around the country--such as Washington, Vermont, and Minnesota--have set themselves apart by making significant strides and taking a leadership role in developing sex offender management strategies. Also, certain local jurisdictions, like Quincy, Massachusetts, Madison County, New York, and Jefferson County, Colorado, have noteworthy sex offender management practices. However, much of the work in some of these jurisdictions has already been documented (see, for example, *Retraining Adult Sex Offenders*, by F.H. Knopp), and resource limitations precluded us from visiting all the jurisdictions that we knew were making contributions to the field. Below, we describe our approach and the states we visited.

SITE SELECTION

Sites for the field research were selected according to a number of criteria. First, we wanted to go *beyond* the idea of "model programs" and find out where *systems* were collaborating to create model processes of management. Second, we wanted to better understand some of the pressing issues in sex offender management: sex offender treatment, use of the polygraph, managing developmentally disabled offenders, aftercare (or lifetime care), and sex offender registration and notification. Finally, we wanted to understand the *context* in which certain program elements developed:

- How did specialized management processes develop?
- What elements of the criminal justice system needed to be involved?
- How did representatives from various agencies overcome turf issues?

We wanted to study jurisdictions that might vary in the way these questions would be answered, so we explored the literature, asked our colleagues, and reviewed the membership list of the Association for the Treatment of Sexual Abusers.

STATE DESCRIPTIONS

Arizona

Arizona law mandates lifetime probation for certain sexual offenders, and the Maricopa County Probation Department is gearing up to respond to the demand for resources and services required to supervise these long term cases. We wanted to know how a statewide mandate that reflects the "no cure" concept of sexual offending was perceived and managed by criminal justice officials, treatment providers, and the defense bar. Also, the Maricopa County Prosecutors Office Sex Crime Unit had teamed with the Phoenix Police Department to conduct training in the investigation and prosecution of sex crimes, and this partnership led the way for program and policy development in other areas of the criminal justice system.

Oregon

The systematic use of the polygraph as a treatment/supervision tool originated in Jackson County, Oregon, in the early 1980s and has since been adopted across the state (and in many other jurisdictions nationwide). Oregon's state department of corrections has empowered probation and parole officers in each county to develop sex offender management programs that best fit the local jurisdiction. Despite this autonomy, the counties strive for consistency. Also, Oregon was beginning to implement its community notification law at the time of our study. We wanted to better understand how officers developed their programs in Oregon and,

given its history of innovation in the management of sex offenders, what sex offender experts thought was in store for the future.

Colorado

Colorado had several interesting initiatives underway at the time of our study, and each seemed to be independent of the other. Mesa County activists had started a residential placement for developmentally disabled sex offenders and we wanted to understand the context in which this occurred. Boulder County had just received a small grant from the state court administrator's office to help pay for polygraphs for offenders, and that piqued our interest. Finally, Colorado passed legislation in 1993 that required the development of sex offender treatment standards for use statewide. We were aware, then, of several state and local initiatives that might be of interest to a national audience.

Ohio

Ohio has more than 30,000 inmates in prisons across the state, and the state corrections department and parole board have prioritized treatment for and management of sex offenders. Treatment is available in all the prison facilities, and a quality control committee exists to monitor treatment delivery for consistency. Two full-time (ex) parole officers have been assigned administrative positions to continuously train corrections staff around the state and facilitate program development in the area of sex offender management. Ohio also has a community corrections facility that exclusively houses sex offenders transitioning from prison to parole status. Finally, the parole board membership is a competitive civil service job requiring professional correctional experience and accountability rather than an appointed position serving at the pleasure of the Governor. The members of the Ohio Parole Board have received specialized training in sex offenders from the National Institute of Corrections.

Texas

Probation officers in Jefferson County were serving as group facilitators in a sex offender education program, under the supervision of a local psychologist. We were interested to determine if sex offender education was a viable substitute for treatment in jurisdictions where resources were significantly limited. Also, probation officials in Austin had developed procedures for managing sexual offenders for both probation and parole (these agencies had recently been consolidated) but transferring the program to parole had proved challenging. Implementation of policies generated at the central office was particularly difficult because Texas is so large, and because probation and parole are administered by local jurisdictions that operate fairly autonomously. We were also interested in the Texas State Council on Sex Offender Treatment which has developed a state registry for treatment providers and was dealing with enforcement issues and developing procedures for keeping the registry current.

Louisiana

Louisiana had recently passed a state notification law, and information obtained during our telephone survey indicated that probation was using a unique technique--postcards, filled-out and addressed by the offender--to notify residents living within a specific geographical range of the offender. We wanted to understand the impetus for passing the notification law in Louisiana and how the agencies intended to comply with the mandate. We learned that the law resulted from the assault and murder of a young boy by a parolee from another state. Complicated issues involving interstate compact agreements clarified the need for making notification applicable to sex offenders regardless of the jurisdiction of origin. Also, collaboration between the supervising officer and local law enforcement helped solve the notorious case quickly, and this underscored the value of sharing case-specific information. A state senator from this rural area was credited with getting the community notification bill passed. Our visit with New Orleans officials revealed the challenges in implementing the law--which has specific geographic requirements--in an urban area, particularly in neighborhoods with high-rise apartment buildings.

DATA COLLECTION

Field data were obtained from interviews conducted both privately with individuals and with groups of professionals in a variety of settings. We observed many working meetings of state and local inter- and intra-agency groups, including the Provider's Association for the Treatment of Sexual Abusers in Arizona, the Sex Offender Supervision Network in Oregon, the staff meeting of specialized officers in Clackamas County, Oregon, and a revocation hearing in Ohio. We interviewed probation and parole officers and supervisors, correctional staff and administrators, parole board executives, treatment providers, polygraph examiners, judges, prosecuting and defense attorneys, police officers, victim advocates, and sex offenders. We systematically reviewed dozens of memoranda, letters, reports, protocols, policies, and statutes pertaining to the management of sex offenders, in these six states and dozens of others who mailed materials to us during the telephone survey.

We also attended the annual (1994) conferences for the Association for the Treatment of Sexual Abusers (ATSA) and the American Probation and Parole Association (APPA), and monthly meetings of the Colorado Sex Offender Treatment Board. These meetings provided valuable information about current and ongoing research, pressing concerns of professionals working to improve sex offender management, and a wide range of programmatic and implementation issues.

The field work resulted in our description of a model process for managing sex offenders in community settings. This report, *Managing Adult Sex*

Offenders on Probation and Parole: A Containment Approach (English et al., 1996), has been published by the American Probation and Parole Association located in Lexington, Kentucky.

Content Analysis of State Sentencing Statutes

A limited content analysis of 1992 state statutes pertaining to the crimes of first degree sexual assault, incest, and sexual assault on a child (other than incest) was conducted to better understand the sentencing laws associated with these crimes. The 50 states and the District of Columbia were included in the review.¹⁴ Offenses were identified according to the elements of the crime (i.e., use of force, penetration, threat of injury, without consent), but this was not entirely consistent across states when the victim was a child.

We reviewed state statute books to determine, for these crimes, the following pieces of information: probation and parole (or conditional release) eligibility, victim age, law enforcement registration requirements, and victims rights legislation. The purpose of this review was very specific: since this study was national in scope, we wanted to determine if there were glaring differences across states in the definition of and consequences for these specific forms of sexual misconduct.

Because sanctions across states varied widely when criminal history was taken into account, we focused our investigation on obtaining information based on first time offenders only.

Because the purpose of the content analysis was to inform the project's background and design, we will summarize our findings here. In 1992, first-time offenders convicted of incest and sexual assault on a child (other than incest) were eligible to serve sentences probation and parole in 47 states. Offenders convicted of these offenses would, indeed, be included on caseloads of officers reporting to the majority of supervisors we surveyed. About half of the states required these cases to register with local law enforcement, and more states required registration if the offender had a criminal history. First-time offenders convicted of first degree sexual assault were eligible for probation in 28 states in 1992. Cases so defined were eligible for parole or conditional release in 49 states (the exceptions were Maine, which had abolished parole, and Delaware, according to our review). Thirty-nine states had a victim age requirement included in the facts of the crime.

¹⁴ When we refer to "states" regarding the content analysis, then, we are including the District of Columbia, so for this analysis, n = 51.

Data Analysis

The telephone survey data were analyzed descriptively using the Statistical Package for the Social Sciences (SPSS). Chi Square analysis and t-tests were used to determine statistical significance of differences observed.

Appendix B

1994 Probation and Parole Sex Offender Management Survey Instrument



SURVEY OF PROBATION AND PAROLE

DIRECTED TO BRANCH OFFICE MANAGERS/SUPERVISING AGENT OF A PARTICULAR LOCATION

Questionnaire Number: _____

State: _____

Respondent Name: _____

Interview Date and Time: _____

Interviewers Initials: _____

SENDING ADDITIONAL INFORMATION: _____ 0 = No 1 = Yes

RECEIVED: _____ 0 = No 1 = Yes

Qualitative Information? _____

INSTRUCTIONS: Complete prior to telephone interview.

1. Notes from content analysis:

2. Structure of probation and Parole (from ACA directory)

- 1. _____ Probation and parole administered by same agency
- 2. _____ Probation and parole administered by diff agency
 - 3. _____ combined caseloads
 - 4. _____ separate caseloads

3. Average caseload (from ACA directory) _____

4. Agency handles both felons and misdemeanants (from ACA directory) _____ 0 = No 1 = Yes

0 = No 1 = Yes /Always 2 = D.K. / Often 3 = Other / Sometimes 4 = Rarely 5 = Never 6 = Don't Know 7 = Other 8 = N/A

INTRODUCTION

Hello. My name is and I'm call from the Division of Criminal Justice in Colorado.
A couple of weeks ago a letter was sent explaining that we are doing national research on sex offenders.

Do you recall getting that letter?

IF YES: Good. Just to review for you quickly, we have received a grant from the National Institute of Justice in **D.C.** and we are conducting a telephone survey on **how** probation and parole offices around the country are managing sex offenders on their caseloads.

IF NO: Let me take a minute of your time to explain what we are doing. We have received a grant from the National Institute of Justice in D.C. and we are conducting a telephone survey on how **probation and** parole offices around the country **are** managing sex offenders on their caseloads.

Are you familiar with the National Institute of Justice?

IF YES: Then you are familiar with the types of research they do.

IF NO: Basically the National Institute of Justice is the research arm of the Justice Department. They sponsor and/or conduct research throughout the field of criminal justice. We are conducting a survey for them.

We are learning a lot of valuable information from across the country. I am hoping that you will also be willing to participate in the survey. The survey will take 30 to 45 minutes of your time. do you have time now?

IF YES: Great. Let's get started.

IF NO: May we set a future appointment? Would morning or afternoon be better for you?

DATE OF APPOINTMENT ____ / ____ / ____ TIME OF APPOINTMENT _____ **YOUR TIME**
IMPORTANT !!!!! DOUBLE CHECK TIME DIFFERENCE !!!!!

(If any doubt) let me just double check that you are the person that I should be talking to. Are you the person who is responsible for the day to day management of your office location?

And your job title is: _____

Thanks. I'll call you on repeat as necessary. _____

IF THE ANSWER IS NO, FIND OUT WHO IS IN CHARGE AND END INTERVIEW.

1. Does your office supervise **ADULT FELONY SEX OFFENDERS** on

PROBATION

PAROLE

1 yes

1 yes

0 no

0 no

8 N/A

8 N/A

If no, see below

If no, see below

If the answer to either section of question 1 is no, ask the following questions:

Why is it that you don't supervise any adult felony sex offenders on **PROBATION** **PAROLE** ??

(This question will also serve to double-check that the question has been understood, and the answer is accurate)

(If the answer to both probation and parole is no, end interview here.)

(If the answer to either probation or parole, or both, is yes, continue with the next question.)

2. Next, would you list the counties in the jurisdiction covered by the office you manage.

(Code with actual number)

3. Is your jurisdiction mostly:

1 urban 2 suburban 3 rural, 4 1&2 5 1&3 6 2&3 7 1&2&3

4. How many officers (that carry a caseload) do you have in your jurisdiction?

a. Probation: _____

b. Parole: _____

c. Combined probation and parole: _____

(888 for NA)

OK, I'm going to ask you a series of questions about how your office is managing sex offenders. Unless I explain differently, the questions will refer to adult felony sex offenders. OK? When you answer the questions please answer for your whole office and not just yourself.

PROBATION

PAROLE

	Yes	No	Don't Know	Other	Yes	No	Don't know	Other	Prob.	Parole
5 Do you have specialized caseloads or specialized programs for just sex offenders? Caseloads -	Yes	No	D.K.	O	Yes	No	D.K.	O	_____	_____
5a If yes, what types?										
6 Do you have specialized caseloads or specialized programs for other types of offenders? Caseloads -	Yes	No	D.K.	O	Yes	No	D.K.	O	_____	_____
6a If yes, what types?										
7A If the answer to #5 is "Yes": are <u>all</u> sex offender cases assigned to these specialists?									_____	_____

0 = No 1 = Yes /Always 2 = D.K. / Often 3 = Other / Sometimes 4 = Rarely 5 = Never 6 = Don't Know 7 = Other 8 = N/A

PROBATION

PAROLE

7B If the answer to #5 is "No": How are sex offender cases assigned in your jurisdiction?

PROBATION				PAROLE			
Yes	No	Don't Know	Other	Yes	No	Don't know	Other

8 Do you use a different risk assessment or classification instrument for sex offenders than for other offenders?

PROBATION				PAROLE			
Yes	No	D.K.	O	Yes	No	D.K.	O

Prob. Parole

If yes, how is it different

If yes, please send it to us. I'll give my address at the end of the questionnaire.

8A Is a written statement from the victim included as part of the probation or parole case file?

PROBATION				PAROLE			
Yes	No	D.K.	O	Yes	No	D.K.	O

0 = No 1 = Yes /Always 2 = D.K. / Often 3 = Other / Sometimes 4 = Rarely 5 = Never 6 = Don't Know 7 = Other 8 = N/A

PROBATION

PAROLE

8B If yes, does it have an effect on how you manage the offender?

Yes	No	Don't Know	Other	Yes	No	Don't know	Other
Yes	No	D.K.	O	Yes	No	D.K.	O

Prob. Parole

Explain:

9 Are the "terms and conditions" for sex offenders different from those of other offenders?

Yes	No	D.K.	O	Yes	No	D.K.	O

If yes, list some of the ways they are different.

- 1.
- 2.
- 3.
- 4.

If not already answered, ask questions 10, 11, and 12.

Next, I'm going to ask a set of questions, and the responses I am looking for will be: Always, Often, Sometimes, Rarely, Never, or Don't Know. It might be easier if you write these words down.

10 Is an order for no contact with the victim a condition of probation / parole?

Always, Often, Sometimes, Rarely, Never	Don't Know	Other	Always, Often, Sometimes, Rarely, Never	Don't know	Other
A O S R N	D.K.	O	A O S R N	D.K.	O

0 = No 1 = Yes / Always 2 = D.K. / Often 3 = Other / Sometimes 4 = Rarely 5 = Never 6 = Don't Know 7 = Other 8 = N/A

PROBATION

PAROLE

11 Is an order for no contact with any children a condition of probation / parole for child sex offenders?

PROBATION			PAROLE		
Always, Often, Sometimes, Rarely, Never	Don't Know	Other	Always, Often, Sometimes, Rarely, Never	Don't know	Other
A O S R N	D.K.	O	A O S R N	D.K.	O

Prob. Parole

12 Is sex offender treatment a condition of probation / parole for sex offenders?

A O S R N	D.K.	O	A O S R N	D.K.	O
-----------	------	---	-----------	------	---

13 FOR PAROLE ONLY - Have Sex offenders on parole already been through sex offender specific treatment in prison?

			A O S R N	D.K.	O
--	--	--	-----------	------	---

8

14 Are the numbers of supervision contacts with sex offenders different than with other types of offenders?

A O S R N	D.K.	O	A O S R N	D.K.	O
-----------	------	---	-----------	------	---

Explain:

15 Do probation / parole officers have supervision contacts with sex offenders out-of-office.

A O S R N	D.K.	O	A O S R N	D.K.	O
-----------	------	---	-----------	------	---

0 = No 1 = Yes /Always 2 = D.K. / Often 3 = Other / Sometimes 4 = Rarely 5 = Never 6 = Don't Know 7 = Other 8 = N/A

		PROBATION				PAROLE											
		Always, Often, Sometimes, Rarely, Never	Don't Know	Other	Always, Often, Sometimes, Rarely, Never	Don't know	Other			Prob.	Parole						
16	Probation / parole officers have supervision contacts with sex offenders <u>outside of regular office hours.</u>	A	O	S	R	N	D.K.	O	A	O	S	R	N	D.K.	O	_____	_____
17	Is Electronic monitoring used for sex offenders?	A	O	S	R	N	D.K.	O	A	O	S	R	N	D.K.	O	_____	_____
18	Are polygraphs used in the supervision or treatment of sex offenders.	A	O	S	R	N	D.K.	O	A	O	S	R	N	D.K.	O	_____	_____
19	Are there regular progress reports from the treatment provider to the probation / parole officer.	A	O	S	R	N	D.K.	O	A	O	S	R	N	D.K.	O	_____	_____
20A	Do probation / parole officers have contact with the victim of the sex offense.	A	O	S	R	N	D.K.	O	A	O	S	R	N	D.K.	O	_____	_____
20B	Do you manage child sex offenders differently than other sex offenders?	Yes	No	D.K.	O			Yes	No	D.K.	O			_____	_____		
0 = No		1 = Yes /Always		2 = D.K. / Often		3 = Other / Sometimes		4 = Rarely		5 = Never		6 = Don't Know		7 = Other		8 = N/A	

PROBATION

PAROLE

21 Who chooses the treatment provider?

--	--	--	--	--	--	--	--

1. The offender	_____	%
2. the probation / parole officer	_____	%
3. other _____	_____	%
4. other _____	_____	%

_____	_____	_____	_____	%
_____	_____	_____	_____	%
_____	_____	_____	_____	%
_____	_____	_____	_____	%

22 Who pays for the treatment of sex offenders?

--	--	--	--	--	--	--	--

1. The offender	_____	%
2. other _____	_____	%
3. other _____	_____	%
4. other _____	_____	%

_____	_____	_____	_____	%
_____	_____	_____	_____	%
_____	_____	_____	_____	%
_____	_____	_____	_____	%

23 Do you have a list of treatment providers who are approved by your agency or the court for providing treatment especially for sex offenders?

Yes	No	D.K.	O	Yes	No	D.K.	O
-----	----	------	---	-----	----	------	---

<u>Prob.</u>	<u>Parole</u>
_____	_____

If yes, what are the criteria for approval?

If no, how do you select treatment provider?

24 Does your office provide its own in-house sex offender treatment?

Yes	No	D.K.	O	Yes	No	D.K.	O
-----	----	------	---	-----	----	------	---

If yes, describe.

_____	_____
_____	_____
_____	_____

0 = No 1 = Yes /Always 2 = D.K. / Often 3 = Other / Sometimes 4 = Rarely 5 = Never 6 = Don't Know 7 = Other 8 = N/A

25A If your staff want to impose tighter controls on a sex offender short of revocation what steps can they take?

1.
2.
3.
4.

25B How quickly can any of these steps be taken? Circle the appropriate letter for each number above.

1. A = <24 hours	B = <1 week	C = 1 - 2 weeks	D > 2 weeks
2. A = <24 hours	B = <1 week	C = 1 - 2 weeks	D > 2 weeks
3. A = <24 hours	B = <1 week	C = 1 - 2 weeks	D > 2 weeks
4. A = <24 hours	B = <1 week	C = 1 - 2 weeks	D > 2 weeks

_____		_____
_____		_____
_____		_____
_____		_____

25C How comfortable are you with the sanctions and controls that you can use?

SCALE 1-10 (0 = Not Very Comfortable / 10 = Very Comfortable)

-----|-----

26 What sex offender behaviors would cause your officers to seek revocation of probation / parole?

1.
2.
3.
4.
5.

0 = No 1 = Yes /Always 2 = D.K. / Often 3 = Other / Sometimes 4 = Rarely 5 = Never 6 = Don't Know 7 = Other 8 = N/A

PROBATION

PAROLE

27A How quickly can probation/parole be revoked for a sex offender?

Prob. Parole

- 1. Immediately (24 hours or less)
- 2. Within 1 week
- 3. 1 to 2 weeks
- 4. 2 weeks to 1 month
- 5. More than 1 month

Yes	No	Don't Know	Other	Yes	No	Don't know	Other

Prob. Parole

27B How comfortable do you feel with the revocation process?

Yes	No	Don't Know	Other	Yes	No	Don't Know	Other

SCALE 1-10 (0 = Not Very Comfortable / 10 = Very Comfortable)

____ | _____

28 Do you have a system for advising victims of significant changes in the status of offenders.

Yes	No	D.K.	O	Yes	No	D.K.	O

29 Do you require a waiver of confidentiality by sex offenders.

Yes	No	D.K.	O	Yes	No	D.K.	O

30 Is the waiver of confidentiality different in any way for sex offenders than other offenders?

Yes	No	D.K.	O	Yes	No	D.K.	O

If yes, how?

0 = No 1 = Yes / Always 2 = D.K. / Often 3 = Other / Sometimes 4 = Rarely 5 = Never 6 = Don't Know 7 = Other 8 = N/A

PROBATION

PAROLE

31 Have you personally received training on managing sex offenders?

Yes	No	Don't Know	Other
Yes	No	D.K.	O

Yes	No	Don't know	Other
Yes	No	D.K.	O

Prob.

Parole

When was it?

1. Less than a year ago
2. 1-2 years ago
3. More than 2 years ago

32 Have your staff received training on managing sex offenders?

Yes	No	D.K.	O
-----	----	------	---

Yes	No	D.K.	O
-----	----	------	---

When was it?

1. Less than a year ago
2. 1-2 years ago
3. More than 2 years ago

33A Do you ever have the situation where a person was originally charged with a sex offense, but plea bargained to a non-sex offense?
(If Yes, GO TO 33B)

Yes	No	D.K.	O
-----	----	------	---

Yes	No	D.K.	O
-----	----	------	---

33B Do you manage or supervise that person as though he/she were a sex offender?

Yes	No	D.K.	O
-----	----	------	---

Yes	No	D.K.	O
-----	----	------	---

0 = No 1 = Yes /Always 2 = D.K. / Often 3 = Other / Sometimes 4 = Rarely 5 = Never 6 = Don't Know 7 = Other 8 = N/A

PROBATION

PAROLE

34 In your area, is there any group of people from more than one agency that meets on a regular basis to discuss sex offenders or sex offense issues?

Yes	No	Don't Know	Other
Yes	No	D.K.	O

Yes	No	Don't Know	Other
Yes	No	D.K.	O

Prob.

Parole

If yes, is probation/parole part of that group?

If yes, which agencies are represented?

If yes, what is the purpose of the group?

35A Are sex offenders on probation or parole required to register with law enforcement in your state?

Yes	No	D.K.	O
Yes	No	D.K.	O

Yes	No	D.K.	O
Yes	No	D.K.	O

35B Are there any other laws specifically about managing sex offenders that you know of in your state?

Yes	No	D.K.	O
Yes	No	D.K.	O

Yes	No	D.K.	O
Yes	No	D.K.	O

0 = No 1 = Yes /Always 2 = D.K. / Often 3 = Other / Sometimes 4 = Rarely 5 = Never 6 = Don't Know 7 = Other 8 = N/A

PROBATION

PAROLE

Yes	No	Don't Know	Other	Yes	No	Don't Know	Other
-----	----	------------	-------	-----	----	------------	-------

36 In your opinion, what are the most important things that have to be present for PROBATION / PAROLE department to manage sex offenders effectively.

1.	
2.	
3.	

37 What is your biggest problem in managing sex offenders?

--

0 = No 1 = Yes /Always 2 = D.K. / Often 3 = Other / Sometimes 4 = Rarely 5 = Never 6 = Don't Know 7 = Other 8 = N/A

PROBATION

PAROLE

Yes	No	Don't Know	Other
Yes	No	D.K.	O

Yes	No	Don't Know	Other
Yes	No	D.K.	O

Prob.

Parole

38 Do you have separate written policies, procedures, or forms specifically for use with sex offenders?

If yes, would you send me a copy of any specific policies or procedures forms or conditions of probation/parole that you have for managing sex offenders? _____ Yes _____ No

Also, please remember to send any risk assessment materials identified earlier in the questionnaire.

Here is my address: Colorado Division of Criminal Justice
700 Kipling Street, Suite 1000
Denver, Colorado 80215

Here is my fax number: (303) 239-4491

Shall I send you a copy of the survey results? _____ Yes _____ No

If Yes, let me make sure that I have your correct address.

Thanks so much for your time.

0 = No

1 = Yes /Always

2 = D.K. / Often

3 = Other / Sometimes

4 = Rarely

5 = Never

6 = Don't Know

7 = Other

8 = N/A

Appendix C

Sample Documents

Sex Offender Training Program
STATE OF OHIO
DEPARTMENT OF REHABILITATION AND CORRECTION
ADULT PAROLE AUTHORITY



STATE OF OHIO
DEPARTMENT OF REHABILITATION AND CORRECTION

**ADULT PAROLE AUTHORITY
SEX OFFENDER TRAINING PROGRAM**

I INTRODUCTION

II REVIEW OF GENERAL INFORMATION ON SEX OFFENDERS

- A.) Understanding Sexual Aggression
- B.) Thinking Errors/Cognitive Distortions
- C.) Offense Continuum
- D.) Types of Sex Offenders
- E.) Types of Sex Offender Treatment and Programs
- F.) Consequences of Sexual Offenses

III INVESTIGATION

- A.) Purpose
- B.) Types of Investigations
- C.) Reporting Law
- D.) Interviewing Techniques
- E.) Investigation Components
- F.) Coordinating with Other Agencies
- G.) Evaluating Information
- H.) Recommendation

IV SUPERVISION

- A.) Initial Issues
- B.) Case Management
- C.) Specific Case Planning Issues
- D.) Violations
- E.) Specific Case Strategies and Activities

V LIABILITY AND THE SUPERVISION OF SEX OFFENDERS

- A.) Civil and Criminal Action
- B.) Federal and State Remedy
- C.) Defenses
- D.) Liability Issues Related to the Supervision of Sex Offenders

VI BURNOUT/STRESS MANAGEMENT

- A.) Issues Related to the Supervision of Sex Offenders

VII RELAPSE PREVENTION AND THE SUPERVISION OF SEX OFFENDERS

- A.) Definitions

- B.) Origin and Concept
- C.) Essential Principles
- D.) Precursors to Relapse (Vermont Study)
- E.) Key Concepts and Principles for Teaching Relapse Prevention to Offenders
- F.) The Process of Relapse
- G.) The Relapse Model
- I.) Implementing Relapse Prevention in Supervision

DAY 1: INTRODUCTION

REVIEW OF GENERAL INFORMATION ON SEX OFFENDERS

DAY 2: INVESTIGATIONS

DAY 3: SUPERVISION

DAY 4: LIABILITY

BURNOUT/STRESS MANAGEMENT

DAY 5: RELAPSE PREVENTION AND THE SUPERVISION OF SEX OFFENDERS

II REVIEW OF GENERAL INFORMATION ON SEX OFFENDERS

A.) Understanding Sexual Aggression

- 1.) Expression of Nonsexual Needs
- 2.) Elements of Sexual Aggression
 - a.) Power
 - b.) Aggression
 - c.) Sexuality
- 3.) Sexual Preference
- 4.) Motivations for Offending
 - a.) Coping Responses
 - b.) Victimization
- 5.) Pattern of Sexually Aggressive Behavior (Handouts)
 - a.) Predisposing Factors
 - b.) Unmet Needs/Stressors
 - c.) Fantasy/Thinking/Attitudes
 - d.) Opportunity/Grooming
 - e.) Sexually Deviant Act
 - f.) Thinking Errors/Distortions/Rationalizations

B.) Thinking Errors/Cognitive Distortions

- 1.) Compartmentalization
- 2.) Yokelson and Samenow: Thinking Errors (See Handout)
- 3.) The Sex Offender's Frame of Reference (Cognitive Distortions/Thinking)
- 4.) The Concept of Denial and Levels of Denial
 - a.) Offense
 - b.) Seriousness of the Behavior
 - c.) Impact of Behavior (Victim Impact)
 - d.) Responsibility for Behavior
 - e.) Planning and Fantasies

- f.) Need for treatment
- 5.) The Use of Rationalizations and Minimization (Handout)
- C.) Offense Continuum
 - 1.) Types of Sexual Offenses (Handout)
 - 2.) Gaining Sexual Access
 - a.) Violence
 - b.) Force
 - c.) Coercion
 - d.) Exploitation
 - e.) Consent
 - 3.) Progression in the Offending Behavior
 - 4.) Victim Selection
- D.) Types of Offenders
 - 1.) Groth Typologies
 - a.) Rapist
 - 1.) Anger
 - 2.) Power
 - 3.) Sadistic
 - b.) Molesters
 - 1.) Regressed
 - 2.) Fixated
 - 2.) Common Characteristics/Demographics
 - 3.) Myths About Offenders and Victims
 - 4.) Membership Organizations
 - a.) Rene Guyon Society
 - b.) North American Man Boy Love Association (NAMBLA)
 - c.) Child Sensuality Circle (See Handouts)
- E.) Types of Sex Offender Treatment and Programs
 - 1.) Specialized Treatment and Programs
 - a.) Definition of "Treatment"
 - b.) "Treatment" by Clinical/Mental Health
 - c.) Activities in the Role of Supervision
 - 2.) APA Programs and Guidelines for Approved Referral (Handout/Policy Section E. Supervision (IV))
 - 3.) Components of Sex Offender Treatment
 - a.) Specifically Addresses Sexual Deviance
 - b.) Goal is to Reduce Further Risk for Re-offense
 - c.) Treatment Results in Control Not "Cure"
 - d.) Psychosexual Assessment
 - 1.) Sexual History
 - 2.) Risk Assessment
 - 4.) Use of the Plethysmograph (In Assessment and Treatment)
 - 5.) Types of Treatment Modalities
 - a.) Behavioral Treatment
 - 1.) Masturbatory Satiation/Reconditioning
 - 2.) Covert Sensitization
 - 3.) Aversion Therapy

- 4.) Offense Reenactment
- b.) Chemical Treatment
 - 1.) Depo-provera/Provera
- c.) Psychotherapeutic/Educational
 - 1.) Group
 - 2.) Social Skills
 - 3.) Assertiveness
 - 4.) Victim-Offender Confrontation
 - 5.) Relapse Prevention
 - 6.) Correction of Thinking Errors (Cognitive Restructuring)
 - 7.) Behavioral Homework Assignments
 - 8.) Fantasy Journal
 - 9.) Activities Journal
 - 10.) Autobiography
- d.) Family Therapy
- e.) Support Groups
 - 1.) Sex Addicts Anonymous
 - 2.) Sexaholics Anonymous
 - 3.) Parents Anonymous
 - 4.) Sex and Love Addicts Anonymous
 - 5.) Batterer's Anonymous
 - 6.) Alcoholics/Narcotics Anonymous
- 6.) Officer Role in the Treatment Process
 - a.) Information Sharing with Treatment Provider
 - b.) Establishing Communication with Provider
 - c.) Support
 - 1.) Recommendation for Treatment
 - 2.) Used in Case Decision Making
 - 3.) Response to Lack of Participation
 - d.) Officer Directed Programming/Specialized Casework Activities
- F.) Consequences of Sexual Offenses
 - 1.) Victim Impact
 - a.) Nature of Disclosure
 - 1.) Purposeful Disclosure (Victim Choice)
 - 2.) Non-purposeful Disclosure (Brought to Light by Third Party or Other Circumstances)
 - b.) Long Term and Short Term Effects
 - 1.) Emotional
 - 2.) Social
 - 3.) Economical
 - 4.) Psychological
 - 2.) Victim Characteristics
 - 3.) Community
 - a.) Support for Victims
 - b.) Support for Treatment
 - c.) Support for appropriate Criminal Justice Intervention and System Intervention

III INVESTIGATION

A.) Purpose

- 1.) Courts
- 2.) Parole Board
- 3.) Supervising Officer
- 4.) Case Review
- 5.) Community Service/Program Providers
- 6.) Historical Documentation
- 7.) Research

B.) Types of Investigations

- 1.) Pre-Sentence Investigations
- 2.) Parole Board Investigations
- 3.) Placement Investigations
- 4.) On-going Supervision Investigations
- 5.) Parole and Probation Violation Investigations

C.) Reporting Law

- 1.) Ohio Revised Code 2151.42 (Handout)
- 2.) Agencies Responsible for Investigation
 - a.) Department of Human Services Children's Services Board
 - b.) Police Departments

D.) Interviewing Techniques

- 1.) Obtaining Information
 - a.) Explain Nature/Reason and Your Role
 - b.) Set Tone/Structure/Control for Interview
 - c.) Anticipate That Offender May Be Uncomfortable
 - d.) Advise Offender of Your Experience/Comfort in Doing This Type of Investigation
 - e.) Educate Offender on Common Characteristics Concerning Denial, Rationalization, Minimization
 - f.) Assume Offender Committed Offense; and a History of Offense Behavior
 - g.) Obtain General Information First; and More Specific Offense Information Last
 - h.) Obtain Details of Offense and Victim Information (Baseline for Honesty)
 - i.) Maintain a Sense of Confidence
- 2.) Common Interviewing Errors
 - a.) Allowing Offender to Control
 - b.) Allowing Offender to Challenge Your Role
 - c.) Not Setting Limits
 - d.) Wording Questions "Did You Ever" Instead of "When Did You First"
 - e.) Being Aggressive/Angry
 - f.) Buying into Offenders Rationalizations and Minimization

E.) Investigation Components

- 1.) Offense (Handout)
 - a.) Include as Many Known Details as Possible
 - b.) Talk to Police or CSB for Details Not Entered in Court Records
 - c.) Review Victim Statements
 - d.) Look at Factors Leading Up to, During, and After the Offense
- 2.) Witness Version
- 3.) Victim Version and Restitution

- a.) Victim Sensitivity/Avoiding Revictimization by System Response
 - b.) Review Facts/Victim Statement Include Victim Data (Age, Race, Appearance, Gender)
 - c.) Realize There May Be More Information
 - d.) Physical Trauma (Injury, Sexually Transmitted Disease, Pregnancy)
 - e.) Emotional Trauma (Depression, Anxiety, Fear, Anger, Disruption of Daily Routine)
 - f.) Social Trauma (Marriage, Relationships, Family, Parents, Children, Siblings, Extended Family, Companion/ Friends, Co-workers, Classmates, Work and School Performance)
 - g.) Financial Trauma (Medical Costs, Wages, Treatment)
 - h.) Treatment Information/Release of Info.
 - i.) Evaluating Victim Trauma (Handout) (What Does the Victim Want/Need for Recovery)
- 4.) Co-Defendants Version
- 5.) Defendant's Version
- a.) What Happened in Offense (What Was Intended That Didn't)
 - b.) Why Did the Offense Occur (Motivations/Unmet Needs)
 - c.) What Was the Plea Agreement and Why (Avoid Consequences/Concern for Victim)
 - d.) What Led Up to the Offense (Feeling, Events, Conflicts, Activities)
 - e.) Substance Use in Offense
 - f.) Thoughts Before, During and After Offense
 - g.) Relationship to the Victim/Selection; Previous Activity with Victim
 - h.) How Did Offender Establish Access
 - i.) How Was Control Maintained
 - j.) Offender Recognition of Problem
- 6.) Prior Record
- a.) Details on All Prior Offenses
 - b.) Are Offenses Related to Sexual Aggression
 - c.) Plea Bargain (to Nonsexual Conviction)
 - d.) Other Criminal Orientation
- 7.) Institutional/Supervision Adjustment
- a.) Details of Prior Incarceration, Probation, Parole, Furlough
 - b.) Response to Authority
 - c.) Behavior Problems
 - d.) Programs
 - e.) Compliance
- 8.) Social Summary
- a.) Family History
 - 1.) Identifying Information
 - 2.) Family Attitudes/Values
 - 3.) Family View of Offender (General, Aggression, Authority, Sexual Behavior)
 - 4.) History of Criminal, Mental, and Sexual Abuse/Aggression
 - b.) Sexual/Relationship History
 - 1.) Sex Education
 - 2.) First Sexual Experience (Age, Circumstances)
 - 3.) Sexual Behavior
 - a.) Masturbation
 - b.) Fantasy
 - c.) Orientation (Gender, Age, Characteristics, Role, Use of Pornography, Attitudes)

- d.) Victimization
- e.) Prostitution
- f.) Number of Partners
- g.) Preferred/Disliked Behaviors
- h.) Use of Contraceptives
- i.) Sexually Transmitted Diseases
- 4.) Perceptions
 - a.) Doubts About Sexuality, Performance, Orientation)
 - b.) Sexual Development
 - c.) Ability to Discuss Sex Issues
 - d.) Beliefs
 - e.) Ideal sexual Relationship
- 5.) Relationship History
 - a.) Chronology/Duration
 - b.) Address/Phone
 - c.) Children (DOB, Current Relationship, Support, Frequency of Contact, Sexual Abuse)
 - d.) Evaluate Each Relationship (Reason for Entering, Ending, Who Made Decisions, Counseling/ Outcome)
- c.) Military (Look for Problems Resulting in Discharge)
- d.) Religion
 - 1.) Appropriate Background/Support
 - 2.) "Conversion" After Arrest
 - 3.) Impact on Attitudes Concerning Offense, Sexuality, and Treatment
- e.) Leisure Activities
 - 1.) Free Time and Association With Offending
 - 2.) Age appropriate Activities
 - 3.) Activities and Access to Potential Victims
- f.) Residential History
 - 1.) Frequency of Moves
 - 2.) Areas for Further Investigation
 - 3.) Areas/Residential Arrangements
- g.) Health/Mental Health
 - 1.) Past Treatment History
 - 2.) Response to Treatment
 - 3.) Offense Specific Programs
- 9.) Employment
 - a.) Access to Potential Victims
 - b.) Types of Employment
 - c.) Potential Stress/Risk Factor
- 10.) Community Attitude
- F.) Coordinating/Interacting with Other Agencies
 - 1.) Police
 - 2.) Department of Human Services/CSB
 - 3.) Victim Assistance
 - 4.) DR&C Institutions
 - 5.) Community Programs

G.) Evaluating Information (Handouts)

- 1.) Levels of Denial
- 2.) Amenability/Appropriateness for Community Treatment
- 3.) Treatment Availability
- 4.) Risk Factor/Control
- 5.) Community Protection
- 6.) Offense Specific Programs
- 7.) Special Conditions

H.) Recommendation.

- 1.) Evaluate Information
 - a.) Protection of the Community
 - b.) Opportunities for Change
- 2.) Educate the Reader
- 3.) Consider These Factors
 - a.) Seriousness of the Criminal Behavior
 - b.) Severity of Harm to Victim
 - c.) Extent of the Behavior (Past Record, Social Summary)
 - d.) Attitude Toward the Offense/Treatment (Denial, Minimization, Honesty, Responsibility, Remorse, Willingness to Participate in Treatment)
 - e.) Victim and Family Concerns
 - f.) Amenability Treatment
 - g.) Amenability Supervision

IV SUPERVISION

A.) Initial Issues

- 1.) Information/Facts
 - a.) Offender as Inadequate Reporter
 - b.) Denial (Expect Denial; Confronting Denial)
- 2.) Evaluate Risk Factors/Patterns
 - a.) SOA/Risk/Needs (Handout)
 - b.) General Offender Characteristics (Rapist, Molester)
- 3.) Rules/Conditions of Supervision
 - a.) Understanding (Remember Distortions)
 - b.) Parameters of Supervision
- 4.) Case Planning
 - a.) Identify Risk Factors and Need for No Contact Provisions (Offender Is the One to Have No Contact, or Be Removed from the Home) (Handout)
 - b.) Offense Specific Programs (APA/Community)
 - 1.) Is There a Condition/Should There Be
 - 2.) Is Offender Amenable, and Does S/he Meet Program Criteria
 - 3.) What Needs to Be Done to Encourage Program Referral (Reduce Denial, Obtain Finances)
 - 4.) What Programs Are Available
 - 5.) Evaluating When Violation Is Appropriate
 - c.) Develop Case Plan and Impose Appropriate Special Conditions (Handout)

B.) Case Management

- 1.) Evaluate and Monitor High Risk Situations
 - a.) Contact with Past Victim(s)

- b.) Contact with Potential Victim(s)
- c.) Access to Places Which May Trigger Relapse
- d.) Other Areas Related to Control Issues
- 2.) Encourage Appropriate Activities
 - a.) Offense Specific Treatment
 - b.) Support Groups
 - c.) Skill Development in Problem Solving
 - d.) Activities with Appropriate Peers
- 3.) Routine Review of Progress and/or Problems
 - a.) Office Visits
 - b.) Home Visits
 - c.) Collateral Contacts
- C.) Specific Case Planning Issues
 - 1.) Driving
 - a.) Offender Use of Vehicle in Offense
 - b.) Cruising
 - c.) Legal Status to Operate
 - 2.) Residence
 - a.) Location/Access to Victims
 - b.) Occupants
 - c.) Activities in the Home (Baby-sitting)
 - d.) Visitors
 - e.) Other Occupants View of Offender
 - f.) Inappropriate Objects in Home
 - 3.) Employment
 - a.) Was Employment Involved in Offense?
 - b.) Evaluate Need to Disclose to Employer
 - c.) Evaluate Risk to Other Employees
 - d.) Inquire as to Specific Duties of Employment
 - e.) Was Employment Obtained to Conflict with Treatment
 - f.) Check Stub Verification/Hours/Finances
 - g.) Frequency of Changes
 - h.) Appropriateness of Specific Job Considering Offense
 - 4.) Notification
 - a.) Police (State and Municipal Laws)
 - b.) Victims
 - c.) Third Party
 - 5.) Home Visits
 - a.) Monitor Members of the Household
 - b.) Patterns of Visitors
 - c.) Sleeping Arrangements
 - d.) Personal Belongings (Things Used in Offense to Access Victim)
 - e.) Camera's, Video's, Computers, Sexually Explicit Material
 - 6.) Travel Permits
 - a.) Consider Access to Potential Victims
 - b.) Restrictions for Offenders Not in Treatment
 - c.) Risk Issues/Plan for Problems

- d.) Verification
- 7.) Case Transfers (In and Out of State)
 - a.) Completeness of Information (In/Out)
 - b.) Evaluate Residence/Employment for Reoffense Potential
 - c.) Evaluate Treatment Availability/Compliance
 - d.) Investigation Should Be Completed Prior to Allowing Offender to Move
- 8.) Final Release
 - a.) Consider Criteria
 - b.) As a Motivator for Treatment
- 9.) Collateral Contacts
 - a.) Networking (Extension of Monitoring Capabilities)
 - b.) Treatment Provider
 - c.) Significant Others
 - d.) Criminal Justice
 - e.) Family/Friends
 - f.) Neighbors
 - g.) Victim(s)
 - h.) Employer
 - i.) Community Services
- D.) Violations
 - 1.) Evaluate Nature of Violation (Sexual vs. Nonsexual)
 - 2.) Allegation of a New Sexual Offense
 - a.) Place in Custody and Investigate
 - b.) Report to Law Enforcement/CSB as Appropriate
 - c.) Coordinate Investigation with Other Agencies (CSB, Law Enforcement)
 - d.) Documenting Allegation
 - 1.) Validate the Allegation (Notify Parents in Cases with Minors Releases)
 - 2.) Evaluate Any Danger
 - 3.) Establish Willingness to Testify
 - 4.) Statements
 - 5.) Photo's
 - 6.) Medical
 - 7.) Other Reports (CSB, Police, Counselor's)
 - e.) Testimony and Evidence
 - 1.) Witnesses vs. Statements
 - 2.) Consideration of Victim Impact
 - 3.) Evidence Considerations
 - f.) Writing the Probation/Parole Violation (Specific Details)
 - g.) Evaluation and Recommendation (Consider in the Context of Community Protection and Opportunities for Change)
- E.) Specific Case Strategies and Activities
 - 1.) Confrontation Techniques/Active Listening
 - 2.) Offender Problem Solving
 - 3.) Use of Homework (Handouts)
 - 4.) Progressive Violation (Limit Setting/Documentation)
 - 5.) Other

Sample Victim Statement
MADISON COUNTY, NEW YORK

MADISON COUNTY
DEPARTMENT OF PROBATION

10/91

Box 23, Veterans Memorial Building
Wampsville, NY 13163
(315) 366-2351

JAMES B. PHELAN
DIRECTOR OF PROBATION

ROGER D. LATOUR
JAMES L. RYAN
PROBATION SUPERVISORS

Dear

On _____, the person who sexually abused
your _____, pleaded guilty in _____ to _____.
The Probation Department has been ordered to conduct a pre-sentence investigation and report to the court for the
purpose of sentencing. An important part of this report is the Victim Impact Statement, which you will find attached.

We appreciate that this has been a painful experience for your child and for you; and that it is difficult to discuss the
crime again. However, we feel it is important to have both your feelings and the feelings of your child about the defendant
and the offense.

Depending on your child's age, you may wish to consider having the child tell you what they would like written, or you
may do it for them. Older children may wish to complete the statement themselves, or if they are seeing a counselor, they
may benefit from asking the counselor's help. You may also phone me here at the Probation Department to discuss the
statement. We would request that you return the completed form no later than _____. Should you choose
not to fill out the statement please indicate so by checking the box at the end of this letter, and returning it to the
Probation Department.

New York State Law requires that the Victim Impact Statement be attached to the pre-sentence report. The only
people who will read it are the Judge, prosecutor, defense attorney, and defendant if he/she has no attorney. The District
Attorney must make the statement available to you or your child prior to sentencing, if requested.

Please do not hesitate to phone me if you have any questions or are reluctant to complete the statement. We
appreciate your help in this difficult situation.

Sincerely,

I do not wish to complete the Victim Impact Statement, nor does my child.

SEXUAL ABUSE VICTIM IMPACT STATEMENT

(Please print or type. Attach extra sheet if needed.)

Because the police have submitted a statement as to what exactly happened in the incident which resulted in the victim being abused, it is not necessary to repeat those details. However, if you want to add something about the offense itself, please do, on a separate page. What the following sections address is more how the victim and parents are feeling now about the offense and the offender.

I. What effects do you feel the incident has had, both physically and emotionally, on the child (victim):

II. What effects do you feel the incident has had on you, as a parent, both physically and emotionally:

III. What expenses did parents and/or child incur as a result of the offense:

IV. Although you are not obligated to answer, would you please tell us what follow-up counseling you and your child received as a result of the offense, including the name of any counselor or agency you are/were involved with:

V. What do you as parents feel should happen to the offender:

VI. Does your child have feelings about what should happen to the offender:

VII. Have you had any contact with the offender since the arrest? If so, please explain what happened:

Preparer's Signature _____

Date _____

SEXUAL ABUSE VICTIM IMPACT STATEMENT

(Please print or type. Attach extra sheet if needed.)

Because the police have submitted a statement as to what exactly happened in the incident which resulted in the victim being abused, it is not necessary to repeat those details. However, if you want to add something about the offense itself, please do, on a separate page. What the following sections address is more how the victim feels now about the offense and the offender.

I. What effect do you feel the incident has had, both physically and emotionally on you:

II. What expenses did you incur as a result of the offense:

III. Although you are not obligated to answer, would you please tell us what follow-up counseling you received as a result of the offense, including the name of any counselor or agency you are/were involved with.

IV. What do you feel should happen to the offender:

V. Have you had any contact with the defendant since the arrest? If so, please explain what happened:

Preparer's Signature _____

Date _____

Sample Special Conditions/No Contact Orders
ORANGE COUNTY (LOS ANGELES), CALIFORNIA

RECOMMENDED SPECIAL CONDITIONS OF PAROLE FOR SEX OFFENDERS

The following Conditions should be considered for Sex Offenders being released on parole. Special conditions must be related to circumstances of commitment offense or prior sex crime convictions.

Number appropriate Conditions with corresponding number for reason for condition being imposed, turn in with blank conditions for typing.

- You will participate in antinarcotic testing in accordance with instructions from a parole agent.
- You will totally abstain from the use of any alcoholic beverages or liquors or frequent businesses whose primary function is to serve alcoholic beverages.
- You will participate in substance abuse treatment programs as directed by P&CSD.
- You will participate in psychiatric treatment program as approved for you by P&CSD.
- You will not have contact with children under the age of 18 without prior P&CSD approval. "No contact" means exactly that. No contact in any form, direct or indirect, personally, by telephone, letter, or through another person.
- You are not to contact crime victims _____ involved in commitment offense.
- You may not frequent places where children congregate, i.e., parks, playgrounds, schools, video arcades, etc., without prior P&CSD approval.
- You are not to possess cameras, Cam corders, or movie cameras without prior P&CSD approval.
- You are not to use any fictitious names.
- You are not to have a post office box number without prior P&CSD approval.
- You are not to purchase, possess sexually explicit pictures, magazines, video tapes or movies without prior P&CSD approval.
- You are not to possess sado masochistic/MASO bindings restraints, handcuffs, etc.
- You may not form a romantic interest or sexual relationship with a woman/man with physical custody of child/children under the age of 18.
- You must maintain a driving log (mileage, time of departure, arrival and return, destination, routes traveled, with whom, etc.).
- You may not pick up hitchhikers.
- You are not to drive a motor vehicle alone with females without prior P&CSD approval.

- Employment is to be approved by P&CSD.
- You will not reside in apartment complexes that allow children, in neighborhoods with large numbers of children, or neighborhoods near parks, schools playgrounds, etc.
- You are to observe a _____ (a.m./p.m.) o'clock curfew.
- You are not to view, purchase, or possess video tapes, films, or magazines depicting minors engaged in sexual activity or actors engaged in sexual activity and representing themselves to be under age 18.
- You are not to reside in a residence where minor children also reside without prior P&CSD approval.
- You are not to associate with crime partner(s) in commitment offense or other known sex offenders except in approved treatment program or with prior P&CSD approval.
- You are not to possess Children clothing, toys, games, etc. without prior P&CSD approval.
- You are not to wear, possess, or purchase costumes, masks, etc. without prior P&CSD approval.
- You will participate in electronic monitoring as directed by P&CSD.
- You will not drive a motor vehicle.
- You are not to possess law enforcement identification, insignia, badges, uniforms or other items identified with law enforcement without prior P&CSD approval.
- Other

REASONS

- History of drug use
- History of alcohol abuse
- Related to commitment offense
- Nature of commitment offense
- History of psychiatric problems
- Predatory sexual history
- Related to prior parole violations
- Other
- POC referral

NO CONTACT CONDITION FOR SEX OFFENDER

For Offenders of Intra-family Sexual Abuse:

I understand that there are specific instructions regarding contact with my family while I am involved in the Sex Offender Parole Program. I understand that I will be required to assist those working with my family and create an atmosphere of cooperation. I realize that the children who are living with my spouse (or in some cases, ex spouse) and are separated from me have a need to view the family situation at home as being safe from emotional upset. I understand that the following conditions will assist in creating this kind of atmosphere for my victims and family.

a. I understand that there is to be no contact with any children in any manner until my parole agent gives permission. This means no contact with any children under the age of 18 and this is a very serious responsibility for me while on the Sex Offender Parole Program. I recognize that, by the nature of my crime, I have lost the privilege of being in contact with vulnerable individuals such as children and that I must accept the responsibility of refraining from any contact with children under the age of 18.

b. I understand that "no contact" means exactly no contact in any form, direct or indirect, such as personally by telephone, or by contact through another person. I understand that I should not telephone the family home and place the children in the position of answering the telephone or feeling that the children must avoid contact with me. I understand that I should not make attempts to have my spouse give messages to the children unless directed through the parole agent. I understand that it is my responsibility to not be near the family home when the children are in danger of being in the environment, and I should not be involved in activities such as transporting someone to or from the family home, etc., in order to avoid contact. I understand that it is my responsibility to avoid accidental contact with either my own children or with any other minors under the age of 18.

c. I understand that my contact with the non-offending spouse should be arranged and organized so that the children are cared for and not placed in a position where they are feeling uncomfortable about the contact I may have with my spouse. I understand that my contact with the non-offending spouse should be handled in a way that the children are spared from further damage. I understand that I will be responsible for making appropriate choices about how much contact I should have with my spouse in order that my children's emotional needs are met.

Signed _____

Date _____

NO CONTACT CONDITION FOR SEX OFFENDER

For All Offenders of Sexual Abuse to Children:

I understand that I cannot have any contact with minors under the age of 18 of either sex until my parole agent gives me permission. I recognize this no contact condition is a very serious responsibility while in the program. I recognize that, by the nature of my crime, I have lost the privilege of being in contact with vulnerable individuals such as children and that I must accept the responsibility of refraining from any contact with children under the age of 18. I understand that this means the following:

- a. I will make every attempt to avoid being in purposeful contact with children. This means I will not frequent places where it is certain that children will be present. As an example, I will shop at times where it will be more likely that children will be at a minimum or not present. I will not shop in a toy store or frequent video arcades and other similar places where children are known to frequent. If I make reasonable attempts to avoid contact with children and unavoidably am in incidental contact, I understand I will not be in violation of this condition.
- b. If it is absolutely necessary to frequent a place where children are included, it is my responsibility to make special arrangements so that no contact with children will be made. As an example, if I am involved in a religious service or organization, I will attend only those sessions that include adults or make special arrangements to be completely separated from areas where children frequent. I will make special arrangements with my minister or pastor if necessary so I can continue with my church and not be in contact with children.
- c. I will avoid specific agencies, places, etc., where children may be present, and in general avoid all areas, such as walking in front of schools, frequenting playgrounds, parks, or attending carnivals or circuses, where children will be present. I understand it is my responsibility to carefully evaluate beforehand all places that I go to avoid "accidental" contact with children.
- d. If I do have some incidental contact with children I will be civil and courteous to the child and immediately remove myself from the contact without causing duress or emotional upheaval to the child. I will, at the next meeting, bring this to the attention of my parole agent.
- e. I understand that due to the nature of my offense I do not have the option of forming a romantic, intimate, or sexual relationship with a woman who has a child under the age of 18. I will restrict such relationships to women who have no minor children.

I Understand that it is my responsibility to understand these concepts and make all reasonable efforts to avoid all possible contact with children regardless of my wants or needs.

I HAVE READ AND DO UNDERSTAND THIS CONTACT CONDITION.

Signed _____

Date _____

Sample Protocol for the Supervision of Sex Offenders
QUINCY, MASSACHUSETTS

Quincy District Court
Probation Department

Protocol for the Supervision of Sex Offenders

October 11, 1994

Definition of Sex Offender:

Any defendant on a continuance without a finding or placed on probation, a suspended sentence, a split sentence or stay of execution for the following offenses: Open and Gross, Lewd and Lascivious, Indecent Assault and Battery, Pornography, Rape, or Indecent Exposure or any other offense whose original charges were those listed above. Note: Sex offenders display a range of criminal sexual behavior. They may rape one day but be arrested the next for indecent exposure. It is a myth, for example, that peeping toms restrict their sexual deviance to that behavior alone and are never sexually assaultive.

Application of Protocol for Supervision:

The following mandatory provisions of the protocol for supervision are to be followed regardless of the specific terms of supervision or if the case is ordered to be "unsupervised," "administrative," or "transferred" to another court for supervision. This protocol shall be in addition to specific orders of supervision that may be ordered by the court. If the probation officer learns of significant new information regarding the sex offender's prior record or behavior, the case shall be brought forward for new conditions of probation as indicated. Said new conditions are suggested below.

Protocol:

A. Mandatory Provisions

1. A photograph of the offender shall be filed with the local police agency where the offender resides. The photo shall be accompanied by a notice of the offense behavior for which the offender has been placed within probation's control. Any other information pertinent to the offender's specific threat to the public shall be included, i.e., the offender has a history of luring children to his house offering them videos, or offender frequents parking lots and flashes females, etc. (See Notice form following this Protocol.)
2. The probation officer shall determine if the offender has resided or worked out-of-state. If so, the probation officer shall conduct an out of state record check (either through NCIC or a call to the local jurisdiction) to determine if the offender exhibited any sexually offensive behavior in that state. Note: While this should have been done by the District Attorney prosecuting the case, unfortunately it almost never is and it falls to probation to complete this essential task.
3. The probation officer is, either directly or indirectly through local police etc., to investigate the offender's immediate home and workplace to assess access to vulnerable populations (i.e., a pedophile being near a play ground, school, or condo swimming pool) or areas of risk for the offender (i.e., pornographic video store, bar,

etc.). The probation officer shall either directly or indirectly investigate the home and workplace to ascertain vulnerable individuals from the offender's behavior, i.e., children in the household of a pedophile, access to children if the offender works in a carnival, etc.

Immediately following the above assessment, if the probation officer determines any reason for concern, the probation officer shall reassess the case for recommendation of new conditions of probation/ supervision/ continuance/ stay etc. in order to minimize said concern.

After suggested conditions are formulated, a hearing on new conditions shall be scheduled for the following Tuesday if possible or as quickly as possible.

B. Discretionary Provisions:

Suggested conditions of probation for sex offenders should contain the following, as appropriate:

1. TREATMENT CONDITIONS

- A. Sex offender treatment (See Quincy Resource for appropriate sex offender treatment providers. Note: Such treatment requires specialized training, separate from standard psychological/psychiatric training.)
- B. Abstinence from drugs and alcohol
- C. Random testing for drugs/alcohol
- D. Treatment for substance abuse (i.e., EMAAP)
- E. Not possess pornographic material,
- F. Not possess a camera or video recorder
- G. Not associate/ socialize with potential victims, i.e., children, single women, etc.
- H. Not frequent specific locations, i.e., playgrounds, swimming pools, parking lots, rest areas, porno parlors, sex clubs, etc.

2. PUBLIC PROTECTIVE CONDITIONS

- A. Forfeit any firearms, FID Card
- B. Mandatory notification of intimates of sexual offending history of offender
- C. Not engage in certain activities or employment, i.e., scout leader, sports, teacher, bus driver, etc.
- D. Meet with probation officer on a weekly basis
- E. Must allow probation officer to visit him in his home and place of employment on a periodic basis.
- F. Must maintain a daily log of activities subject to probation officer inspection and/or be subject to home monitoring through electronic surveillance. This may include a nightly curfew.
- G. Must maintain a driving log documenting where car goes.
- H. Ban on picking up hitchhikers.

3. VICTIM RELATED CONDITIONS

- A. Pay for victim counseling costs
- B. Stay away from victims, victim's family.
- C. Obey all probation visitation/custody orders.

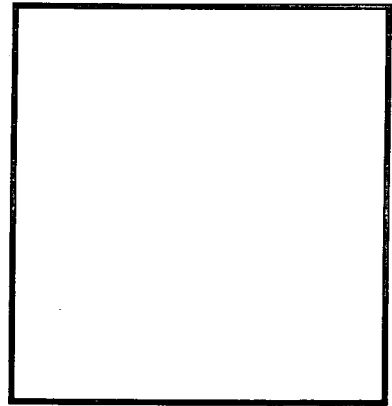
Quincy District Court

Probation Department

Quincy, Mass. 02169

phone: 617-471-1650 ext. 300

fax: 617-471-6876



Sex Offender Notice to Police

Above, please find a picture of _____,
D.O. B. _____, who resides at _____,
and/or is employed at _____.

He has been convicted of or is being supervised for a sex crime, specifically _____.

His M.O. appears to be:

(Or see attached police report, if available: yes / no)

He has been ordered to obey the following probation conditions:

To insure against any such future behavior, we are notifying you of this person's presence and would request that you inform us immediately of any behavior or circumstances present involving this defendant which may indicate he is engaging in the above behavior or is in violation of the above conditions or is engaging in any criminal activity.

This person is being supervised by Probation Officer _____,
at the Quincy Court, ext # _____.

Thank you for your cooperation.

Dated : _____, 1994

Sample
Supervision Strategies/Techniques for Sex Offenders
FLORIDA DEPARTMENT OF CORRECTIONS
PROBATION AND PAROLE SERVICES

SUPERVISION STRATEGIES/TECHNIQUES

FOR SEX OFFENDERS

1. Establish standard order or standard conditions.
2. Obtain (gather) all relevant information preferably prior to sentencing.
3. Establish linkage with "Sex Crime Officers", S.A.O., HRS, and counseling services.
4. Employment:
 - A. Discourage self employment or any employment difficult to evaluate subject's status and whereabouts.
 - B. Discourage "mobile employment" where subject has different work sites and accesses.
5. Residence:

Visit residence regularly and be observant for tell tale signs.
6. Develop schedule of offender activities (similar to Community Control).
7. Have Community Control Officers in area do surveillance.
8. Develop "Scrap Book" (Keep photo in field book) "*All Sex Offenders must be photographed*"
9. Utilize "*flex scheduling*" to rotate field days and surprise visits.
10. Periodic records checks.
11. Community Notification where appropriate:
 - Apartment Manager
 - School Officials
12. Surveillance Supervision:
 - "Neighborhood schools" before 8:00AM and after 3:00PM
 - "Parks" after school and weekends
13. No more than sixty-five (65) cases when possible.
14. At least one extra personal and collateral contact per month in field.
15. Increase travel allowance.

Sample Sex Offender Registration Forms

FLORIDA

NORTH DAKOTA



SEXUAL PREDATOR REGISTRATION FORM

SECTION A		SECTION B	
Date _____		CONTRIBUTOR ORI: FL _____ SPR # _____ <small>Will be assigned by the FDCC computer.</small>	
New Registration (ESP) ()		REPORTING OFFICER: _____ ENTERED FCIC YES ()	
Modify Data (MSP) ()		PHONE NUMBER: () _____ BY: _____	
Add Address (ASP) ()			
SECTION C			
DOC NUMBER: _____		FDLE NUMBER: _____	
		SOC NUMBER: _____	
NAME: _____		DATE OF RELEASE/ SUPERVISION: _____	
ALIAS: _____			
SEX: _____ RACE: _____		DOB: _____ HEIGHT: _____ WEIGHT: _____ HAIR: _____ EYES: _____	
SECTION D			
EFFECTIVE DATE: _____			
TEMPORARY ADDRESS: _____		STREET, APT # _____	
		CITY _____ COUNTY _____ STATE _____ ZIP _____	
PERMANENT ADDRESS: _____		STREET, APT # _____	
		CITY _____ COUNTY _____ STATE _____ ZIP _____	
SECTION E			
NAME OF EMPLOYER: _____		DATE OF EMPLOYMENT: _____	
EMPLOYMENT ADDRESS: _____			
<input type="checkbox"/> UNEMPLOYED _____			
CITY _____ COUNTY _____ STATE _____ ZIP _____			
SECTION F			
<small>ONLY FOR OUT OF STATE QUALIFYING SEX CRIMES NOT RECORDED IN FCIC</small>			
DATE OF CONVICTION: _____		CRIME: _____	
		PLACE OF CONVICTION: (INCLUDE CITY AND STATE) _____	
1) _____			
2) _____			
SECTION G			
VICTIM 1 AGE: _____ SEX: _____ RACE: _____		VICTIM 2 AGE: _____ SEX: _____ RACE: _____	
CRIME COMMITTED			
Victim 1 2		Victim 1 2	
<input type="checkbox"/> Offender Performed Anal Penetration on Victim <input type="checkbox"/> Victim Forced to Perform Anal Penetration on Offender <input type="checkbox"/> Suspect Performed Oral Sex Act on Victim <input type="checkbox"/> Offender Performed Penis/Vaginal Penetration on Victim <input type="checkbox"/> Offender Penetrated Victim With Finger <input type="checkbox"/> Offender Penetrated Victim With An Object <input type="checkbox"/> Offender Forced Victim to Masturbate Him/Her <input type="checkbox"/> Offender Forced Victim to Masturbate Self <input type="checkbox"/> Offender Forced Victim to Perform Oral Sex <input type="checkbox"/> Other See Attached		OFFENDERS ACTION <input type="checkbox"/> Abducted Victim <input type="checkbox"/> Blindfolded Victim <input type="checkbox"/> Gagged Victim <input type="checkbox"/> Restrained Tied Victim <input type="checkbox"/> Took Clothing From Scene <input type="checkbox"/> Took Photographs <input type="checkbox"/> Used Lubricant <input type="checkbox"/> Used Condom <input type="checkbox"/> Cleaned Washed Before Act <input type="checkbox"/> Cleaned Washed After Act <input type="checkbox"/> Defecated on Victim <input type="checkbox"/> Urinated on Victim <input type="checkbox"/> Ejaculated on Victim <input type="checkbox"/> Spinal Victim <input type="checkbox"/> Hit Victim <input type="checkbox"/> Unknown	
		FORCED VICTIM TO <input type="checkbox"/> Consume Liquor/Drugs <input type="checkbox"/> Remain Silent <input type="checkbox"/> Clean Wash Before Act <input type="checkbox"/> Clean Wash After Act <input type="checkbox"/> Disrobe Partially <input type="checkbox"/> Disrobe Completely <input type="checkbox"/> Use Lubricant <input type="checkbox"/> Use Condom <input type="checkbox"/> Disrobe Offender <input type="checkbox"/> Unknown	
		VICTIM CHOSEN BECAUSE <input type="checkbox"/> Race <input type="checkbox"/> Physical Appearance <input type="checkbox"/> Availability <input type="checkbox"/> Selected Randomly <input type="checkbox"/> Age <input type="checkbox"/> Known to Offender <input type="checkbox"/> Unknown to Offender <input type="checkbox"/> Profession/Occupation <input type="checkbox"/> Runaway <input type="checkbox"/> Unknown	
WEAPON USED			
Victim 1 2			
<input type="checkbox"/> Threat/Intimidation <input type="checkbox"/> Hands/Fists/Feet <input type="checkbox"/> Firearm <input type="checkbox"/> Stabbing or Cutting <input type="checkbox"/> Bludgeon or Club <input type="checkbox"/> Other <input type="checkbox"/> None <input type="checkbox"/> Unknown			
PLEASE PLACE ADDITIONAL DESCRIPTIONS ON SEPARATE SHEET			
WHITE - Mail to FDLE		YELLOW - DOC	
PINK - REGISTRANT			



**REGISTRATION OF CONVICTED OFFENDERS
CHANGE OF ADDRESS**
OFFICE OF THE ATTORNEY GENERAL, AND
DEPARTMENT OF CORRECTIONS AND REHABILITATION
SFN 18094 (12/91)

Change of Address	
1. Subject Name: (Last, First, Middle)	2. State ID Number:
3. Date of Birth: / /	4. Social Security Number: / /
5. Offense: (including NDCC section violated)	
6. Date of Conviction: / /	7. Date of Registration: / /
8. Agency of Registration:	
9. Old Address: _____ _____ _____	
10. New Address: _____ _____ _____	
11. Date of Occupancy: / /	
In accordance with North Dakota state law, I, the undersigned, am giving notice of a change of address as indicated above. I understand that if this change is to a different law enforcement jurisdiction than that in which I am currently registered, I must register in that new law enforcement jurisdiction as soon as I have relocated there.	
12. SIGNED _____ DATE _____	

Distribution: Golden Rod (last copy) - Current Registering Agency
All Others - Office of Attorney General
Bureau of Criminal Investigation
P.O. Box 1054
Bismarck, ND 58502-1054



REGISTRATION OF CONVICTED OFFENDERS
 OFFICE OF THE ATTORNEY GENERAL, AND
 DEPARTMENT OF CORRECTIONS AND REHABILITATION
 SFN 18082 (12/91)

Offender Acknowledgement	
1. Subject Name: (Last, First, Middle)	2. State ID Number:
3. Date of Birth: / /	4. Social Security Number: / /
5. Offense: (including NDCC section violated):	
6. Date of Conviction: / /	7. Date of Release: / /
8. Court of Record:	9. Prosecuting Attorney:
10. Originating Agency:	11. Originating Officer:
<input type="checkbox"/> Offender Against Children In accordance with NDCC 12.1-32-15, and the order of the court, I, the undersigned, acknowledge that I am required to register as an offender against children, with the law enforcement agency in the jurisdiction in which I intend to reside. I understand that I must register with this law enforcement agency within thirty days of entering the county in which I will reside or be temporarily domiciled, and that, if I should change address, I must notify this same law enforcement agency of my new address within 10 days of occupying the new residence. Following a change of address from one city to another, or from one county to another, I must register in the new city or county within thirty days of occupying the new residence. I understand that failure to comply with the provisions of NDCC 12.1-32-15, and the court order, will result in serving a term of at least ninety days in jail and completing probation of one year. Failure to register within the time prescribed will result in the revocation of my parole or probation. 12. SIGNED _____ DATE _____	
<input type="checkbox"/> Sexual Offender In accordance with NDCC 12.1-20-18 through 12.1-20-23, I, the undersigned, acknowledge that I am required to register as a sexual offender, with the law enforcement agency in the jurisdiction in which I intend to reside. I understand that I must register with this law enforcement agency within fourteen days of entering the county in which I will reside or be temporarily domiciled, and that, if I should change address, I must notify this same law enforcement agency of my new address within 10 days of occupying the new residence. Following a change of address from one city to another, or from one county to another, I must register in the new city or county within fourteen days of occupying the new residence. I understand that if I fail to comply with the provisions of NDCC 12.1-20-18 through 12.1-20-23, I will be guilty of a class A misdemeanor. 12. SIGNED _____ DATE _____	
13. Subject Address: _____ _____ _____	14. Date of Occupancy: / / 15. Place of Employment:
Offender Registration	
I, the undersigned, hereby register in accordance with North Dakota state law, and I acknowledge that I must maintain this registration for a period of _____ years from the date of conviction or release from incarceration, whichever is later. 16. SIGNED _____ DATE _____	
17. Registering Agency:	18. Registering Officer:

Distribution:

ORIGINATING AGENCY
 Canary & Pink- Attorney General
 Golden Rod - Originating Agency

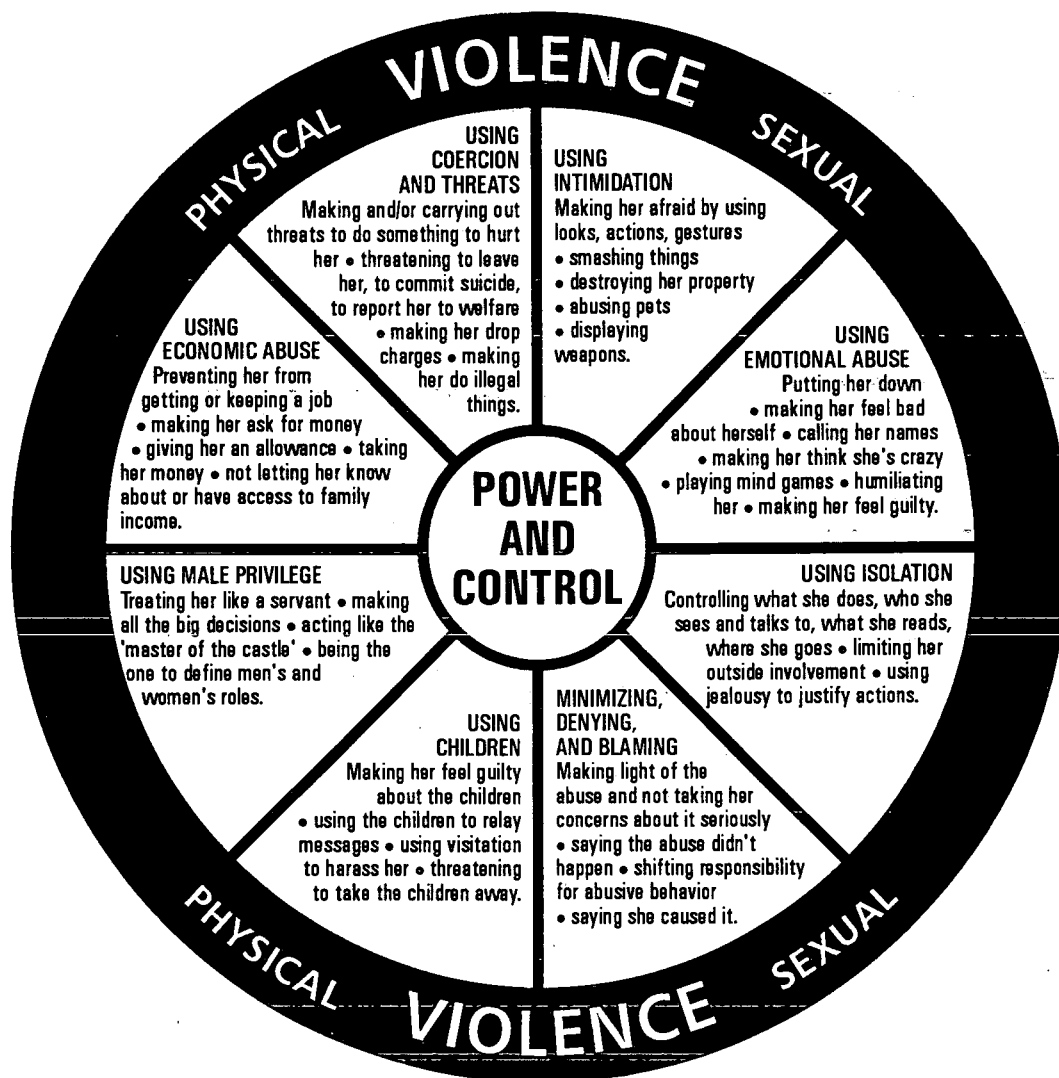
REGISTERING AGENCY
 White - Registering Agency
 Blue - Attorney General
 Green - Subject

Office Of Attorney General
 Bureau of Criminal Investigation
 P.O. Box 1054
 Bismarck, ND 58502-1054

Domestic Violence Wheels
DOMESTIC ABUSE BATTERER'S EDUCATION PROGRAM
IOWA CORRECTIONS

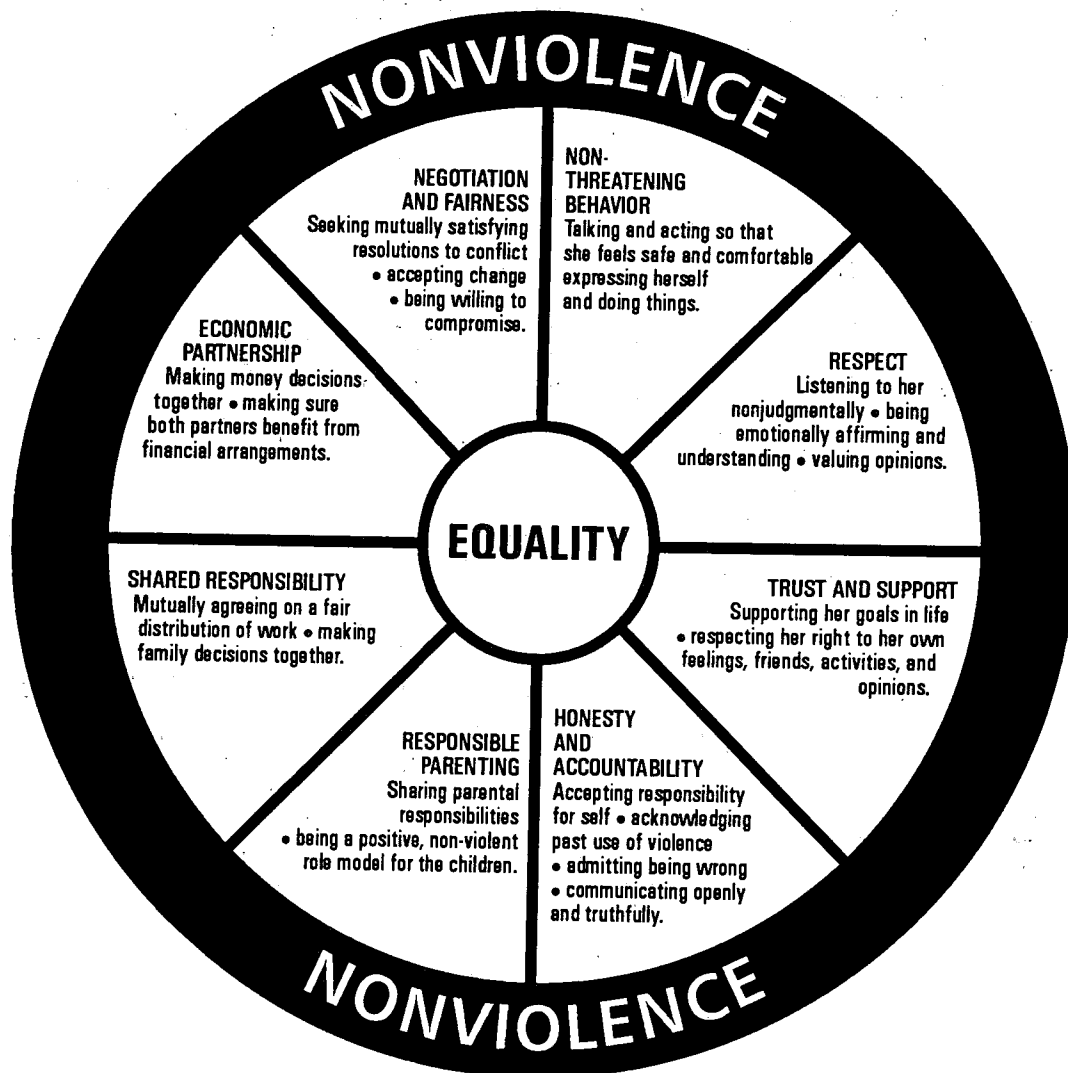


Source: Domestic abuse batterer's education program. *Iowa Corrections*, November, 1994.



The Power and Control Wheel presents the primary tactics and behaviors individual abusers use with the intentional goal of establishing and maintaining power and control over his partner. Physical and/or sexual violence--or the threat of it--is not an isolated behavior. The wheel symbolizes the relationship of violence to other forms of abuse used against his partner.

Source: Domestic abuse batterer's education program. *Iowa Corrections*, November, 1994.



The Equality Wheel identifies behaviors which provide the bases for an equalitarian relationship between a man and a woman, focusing on his behavior (not on their behavior as a couple) in order to keep the abuser looking inward at his values and choices rather than at what she needs to do to keep him from being abusive. These are the opposing behaviors to those on the Power and Control Wheel. This Wheel offers the participants a vision of what individual change will mean.

Source: Domestic abuse batterer's education program. *Iowa Corrections*, November, 1994.

