

A COMPARISON OF PATERSON JUVENILES
UNDER PROBATION SUPERVISION
BEFORE AND AFTER IMPLEMENTATION OF THE PATERSON
JUVENILE JUSTICE VILLAGE INITIATIVE

ARE PROBATION/POLICE COLLABORATIONS
EFFECTIVE MODELS FOR PROBATION SUPERVISION?

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Boston's Operation Night Light provided the inspiration for the Paterson Juvenile Justice Village Initiative as well as dozens of other probation/police partnerships throughout the country.

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Introduction

New Jersey Superior Courts have been unified for a number of years, but state assumption of funding didn't occur until 1995. Funding for the courts previously rested with each county, resulting in significant disparities between counties. The focus for the first few years after the state assumed funding for all superior courts throughout the 15 vicinages was on budget issues such as attaining equitable resource allocation; standardization of purchasing; uniform job titles; and equalization of pay. The Administrative Office of the Courts has recently begun to look toward standardization of practices throughout the state. Probation, as a division of the superior court, has been exploring options to improve efficiency, effectiveness and accountability. The Conference of Chief Probation Officers has been looking at operations and activities in the vicinages to identify those that are "best practices" which may be implemented statewide.

Probation services in New Jersey are not alone in seeking ways to reinvent themselves. Probation throughout the country has been grappling with the notion of reinventing itself to best serve the court, the offender and the community.

This paper will focus on the movement of probation toward collaborations with police and explore specifically the Paterson Juvenile Justice Village Initiative. Collaborations between probation and police are proliferating at a fast pace. It may be that such collaborations are, in fact, a "best practice". There are, however, some issues and concerns, which will be addressed.

This paper will look briefly at probation's past and focus on some of the more recent efforts of probation to view work differently. A review of literature relevant to the collaborative approach will be discussed. Almost all such approaches are patterned after a collaboration between probation and police in Boston, Massachusetts known as Operation Night Light. The

Paterson Juvenile Justice Village Initiative is also based on the Boston partnership. In fact, staff from Boston and Paterson spent time with each other both in Paterson and in Boston. A description of juvenile probation practices in the Passaic Vicinage is offered as well as a full description of the Paterson Village Initiative field activities and approach. Problems and issues arising from collaborations between court administered probation divisions and law enforcement are discussed.

The methodology section will enumerate what was evaluated; explain how data was collected and discuss the problems of gathering data by utilizing cumbersome mainframe systems and conducting surveys. The collected data will be presented and an analysis will follow. This writer's conclusions will be presented as well as a discussion of the need for future research.

Review of Literature

Dennis Maloney, Dennis Romig and Troy Armstrong provide an historical overview of probation, specifically juvenile probation, in an article that may have laid the foundation for many of the recent collaborations between probation, the courts and the community (1988). The “dynamic tension” between what they term “humanitarian orientation” and “control orientation” present in probation’s work is discussed. Burrell discussed how probation officers reconcile the two in detail (1998). Emphasis, on one or the other through the years has created a “swinging pendulum” effect in juvenile justice that has characterized probation’s evolution (Maloney 48).

During the late 19th century court reformers sought to separate juveniles from adults. Juveniles were perceived as “not fully developed human beings that were still in need of nurturing and guidance” (47). Maloney, et al. assert the juvenile courts subsequently developed a culture that focused on the “best interest of the child” as opposed to the offense the child committed, or the need of the victim. When probation became a formal court function in the 1920’s, the helping role of the probation officer turned toward ensuring compliance with the court order (Burrell 1998).

The late 1960’s and early 1970’s saw a significant shift back toward youth advocacy after a period in the 1950’s and early 1960’s of increasing numbers of youth being committed to correctional facilities. These facilities were developed to help the committed youngsters, but in actuality, did little more than warehouse the juveniles. This shift followed Lyndon Johnson’s 1966 President’s Commission on Law Enforcement and Administration of Justice report (that the authors noted) calling for the “4D’s”; decriminalization; due process; deinstitutionalization; and diversion. To accomplish these reforms, there was once again a movement away from accountability on the part of the juvenile offender (Maloney 49) and a near absence of concern

for the victim. This led to public outcries of the courts being “soft on crime” and in the late 1970’s and 1980’s the start of the “get tough” movement. This get tough attitude still prevails, as evidenced by continuing legislation in the states and federally, mandating lower ages in which juveniles are considered to be the same as adults for prosecution purposes.

James Wilson noted in the forward of the 1996 book by George L. Kelling and Catherine M. Coles, Fixing Broken Windows that:

For the past three decades or so, the drift in public policy has been toward maximizing individual liberty and away from enforcing community control. Public Drunkenness has been decriminalized, the mentally ill deinstitutionalized...not [as the result] of public debate... but of court decisions that have endowed individuals with more, or more readily enforceable rights.

Because the pendulum has swung so far in favor of the individual’s rights over the rights of the community, many people have become dissatisfied with the courts. Thus the numerous legislative mandates for sentencing minimums and, in the case of juveniles, legislation to lower the age that juveniles are held accountable for their actions.

The article by Dennis Maloney and others (1988) puts forth a moderating view calling for a “balanced approach” which provides for community protection, offender accountability and competency development. Judge Salvadore T. Mule in the forward of the article called the approach constructive and positive for “the offender, the community, and our juvenile justice system.” (viii). Deschutes County in Oregon developed a “purpose statement and operational principles for probation services” (Maloney 60-63) utilizing this balanced approach by giving equal priority to the three stakeholders.

Prior to implementing the conceptual design, draft versions of the proposed principles for probation were brought to various community forums and organizations to get their input and ensure that community concerns and expectations were met (15).

The inclusion of the community in the development of this court function was a significant departure from the isolationist position the courts had developed as a result of court reform during this century. Hillary S. Efken and David B. Rottmann noted that those calling for court reform were more interested in rectifying the problems brought about from numerous courts and jurisdictions. The resulting consolidation caused an “estrangement between courts and communities” (132). Continuing, they assert that this had the “unintended consequence” that the courts became less connected to and interacted less with “identifiable” communities. Thus the public’s satisfaction with the courts lessened considerably (133). At the same time, society began demanding more of the court in terms of solving social problems.

The public’s dissatisfaction wasn’t limited to the courts. A review of related literature shows that disconnectedness between the “criminal justice system” and the public has been growing for several decades. In an article written by Coles and Kelling, pending publication, they note that the components that comprise this system, including the prosecutors, jails, probation, parole, police, etc., went through a period of “professionalism”. They link the emphasis on professionalization back to Lyndon Johnson’s President’s Commission on Law Enforcement and the Administration of Justice report that dominated policy for most of the preceding three decades (Coles 1998). Professionals were responsible for all phases in the criminal justice system, to the point of excluding the public. Society was the cause of crime, with racism and poverty at the heart. Only extraordinary and extensive reworking of society to eliminate the malaise of racism, poverty, etc. would result in reduced crime. Coles and Kelling maintain that this view thwarted crime prevention and innovation in crime control. The professionalization of the criminal justice system and the weight given to individual rights over the rights of the community had the effect of not only disconnecting the criminal justice system

from the community, but disconnecting the parts of the criminal justice system from each other as well. The result Eduardo Barajas likened to the parable of three blind men touching an elephant, unable to see how the parts connect (25). Police were perhaps the first to recognize they couldn't solve the problem of crime alone. In 1981 Kelling et al. published a paper analyzing the activities of police officers on foot patrol in Newark, New Jersey. The surprise finding was how little time the officers actually spent "fighting crime" and making arrests. Most of their time was spent problem solving in the community. This led to the beginnings of community policing whereby the police adopted formally what had been taking place informally before. Problem solving has become part of the police officer's job description and officers around the country are being empowered to do just that. (Kelling 159) The police experienced success with community policing and saw their image improve through use of foot patrols, bicycles, storefronts and employing the techniques advocated in Fixing Broken Windows such as paying attention to the petty crimes that so greatly impact the quality of life in a community. This was a change in policing style from being solely reactive to problem solving in the community. Police began collaborating with other agencies both criminal justice and social service. The ever-expanding range of collaborations had an impact on crime. Others in the criminal justice field noticed. (Corbett; Barajas; Coles et al. 1998) Prosecutors, corrections, courts, probation etc., all began to question their roles and missions (Coles et al. 1998). The last few years have seen an explosion in collaborations and partnerships. Kelling questioned why probation (and parole) was not "part of the community team to control the streets" (2). Police and other criminal justice agencies "have a poor record when it comes to respecting, let alone protecting rights of minorities and the poor" (7). Probation officers are oriented differently. He felt that probation officers had skills to contribute. Joseph Lebman, Secretary, Washington State

Department of Corrections, noted earlier this year, “A movement gaining force in the criminal justice field is putting a new spin on the community policing model...probation, parole, the courts--- [are] steadily taking a more visible role” (1999). This writer believes that probation, as part of the court, is oriented differently than police and this is valuable to the community in making it safe.

Patricia McFall Torbet compiled the following statistics in an article published by the U.S. Department of Justice Office of Juvenile Justice and Delinquency Prevention in 1996. Juvenile probation services are administered by the judiciary in 23 states and administered by the executive branch in 14 states. The remaining states administer juvenile probation services through some mixture of the two. The current trend toward state funded courts means that the judiciary on the state level administers more and more probation functions. In 1993 one and a half million delinquency cases were processed through the juvenile courts. This is a 23% increase since 1989. Probation supervision is the disposition juvenile offenders receive 56% of the time (28 percent received residential placement, 12 percent received fines or community service only and the other 4 percent received no sanctions). The article, entitled *Juvenile Probation: The Workhorse of the Juvenile Justice System* notes that, although property offenses predominate, there has been a notable increase in the numbers of juveniles involved in crimes against persons. Probation Officers have become concerned with their own safety in juggling their roles of assisting the juveniles and ensuring the safety of the community.

Ms. Torbet notes “in the face of rising caseloads, fixed resources, public demand for more accountability, and serious safety concerns, the mission of probation needs to evolve...”(8). This view has been echoed far and wide for the past fifteen years. The RAND Corporation conducted the first in depth study of probation in 1983 and found that poor funding

and limited resources led to offenders being “ineffectively supervised” and public safety compromised (Petersilia). In 1997 Edward Rhine noted that probation has experienced devaluation and called for a new narrative regarding the proper role of probation supervision in society (1997).

The twenty-fourth Annual Training Institute presented by the American Probation and Parole Association was held in New York City August 22 through August 25 1999. The predominant theme throughout the Institute was the need to “reinvent” probation. There was acknowledgment that the traditional probation model was ineffective and that the public’s dissatisfaction is justified. In fact, a recent survey on public perceptions found only 25% of the public had confidence in probation (Longmire). The plenary speaker, John DiIulio, Professor of Public Policy at Princeton University, called for the reinvention of probation placing public safety first (1999). He and about a dozen others with an interest in probation published a report calling for probation’s reinvention (Reinventing Probation Council). In it they state “[that] probation—when properly structured—is not a walk away or a ‘get-out-of-jail-free’ card for an offender. Based on [their] lifetimes of experience in the probation system, [they] propose that probation offices nationwide embrace a new emerging paradigm that puts public safety and community involvement first” (2).

The administrator for the Office of Juvenile Justice and Delinquency Prevention, Shay Bilchik, has spoken of how important it is for the various agencies involved with delinquent youth, including school, police, probation, etc., to share information and hold juveniles accountable (Bilchik). The Office of Juvenile Justice and Delinquency Prevention (OJJDP) in the aforementioned bulletin announces the opening of second year block grants focussing primarily on holding youths accountable and, as it has for the past five or so years, requires collaboration

among agencies. The article notes that “consequences or sanctions that are applied swiftly, surely, and consistently, and are graduated to provide appropriate and effective responses to varying levels of offense seriousness and offender chronicity, work best in preventing, controlling, and reducing further law violations (Kurlychek). The article entitled *Focus on Accountability: Best Practices for Juvenile Court and Probation* notes that juvenile courts and probation should shift their focus from rehabilitation and incorporate accountability. Boston’s Operation Night Light is given recognition as an “exemplary program” in this regard (6).

The Paterson Village Initiative attempts to hold juveniles accountable by aggressively enforcing court orders, working with each juvenile and the family to obtain necessary services, and giving the community the opportunity to participate. There is acknowledgment that probation must go into the community where the juveniles are and must go when they are most likely to reoffend (2 p.m. to 11 p.m.). Only there and then, will probation’s voice be effective and heard. Probation can not be effective sitting behind a desk and seeing the juveniles once or twice a month. While acknowledging that probation’s work is in the field, the concern for officer safety made the collaboration with the police appealing. At the same time, Paterson Police began to seek ways of engaging the community, and addressing their concerns over police activities.

The Paterson Village Initiative is modeled after the successful and acclaimed Boston probation/police collaboration known as Operation Night Light (Corbett).

This writer attended a symposium sponsored by the Boston Police Department in May 1996 during which the probation/police partnership was highlighted. The symposium attracted people in the field of probation, the courts and police from around the country all asking the same

questions—“How did you do this and how can we begin to implement the same kind of program back home?”

Various probation/police collaborations have sprung up in dozens of communities over the past three years. Operation Spotlight in Maryland (Wooten), Minneapolis Anti-Violence Initiative (MAVI) in Minnesota, Project One Voice in New Haven, Connecticut, Smart Partners in Washington state and Neighborhood Probation in Maricopa County in Arizona are a few of the collaborative programs outlined by Parent and Snyder (1999). All of the collaborations have similar features such as information sharing, joint field visits to probationer’s homes, and involvement of the community in problem solving. All draw upon the strengths of the partners and share a common goal of crime reduction. The partnerships continue because the partners reap benefits from working with each other (Corbett).

Description of Probation Supervision Practices Pre and Post Paterson Juvenile Justice

Village Initiative Implementation

A juvenile adjudicated delinquent by the court has over a 50% chance of being placed under probation supervision with a set of conditions with which the probationer must comply. These conditions are usually a combination of standard and special conditions that may be punitive (financial obligations, curfews), reparative (community service), rehabilitative (drug testing, counseling, treatment, avoid areas of drug trafficking, avoid co-delinquents) and utilitarian (attend school, maintain employment, cooperate with probation, remain in the state). (Conference of Chief Probation Officers, 1999) Within a few days of the court order the juvenile and their parent or guardian are directed to report to probation where a probation officer reads and explains the conditions of probation. Both parent and child sign an acknowledgment of understanding and agreement to comply.

The probation officer role is dynamic in that to be effective the officer must enforce the court order and probation conditions, and “intervene and assist” (7) the juvenile to increase the likelihood that the juvenile will successfully complete the probation term. This demand is embodied in the mission statement adopted by the Conference of Chief Probation Officers which states:

The mission of New Jersey Probation is to promote public safety and the welfare of children and families by enforcing court orders supervising offenders, monitoring behavior, and intervening to produce positive outcomes.

William Burrell discussed the seemingly conflicting role of “cop versus counselor” at length. He outlined the seemingly dichotomous role and suggested that the confusion and lack of clear perception of the role by the public and lawmaking bodies has had a negative impact in securing

public support and funding. Regarding the roles, he concluded, that to the officers, this is a non-issue and celebrates the fact that probation officers find themselves as “both cops and counselors.” Depending on the juvenile and circumstances, officers shift roles. “Sometimes you do one and sometimes the other, [depending] on what you are trying to accomplish” (54).

Juvenile probation supervision in Passaic County requires the juvenile to report to the probation office according to standards established by the Conference of Chief Probation Officers in the 1999 edition of “A Model For Enhancing Probation Supervision: Purposes, Priorities, Practices”. Through (the use of) a “needs” assessment instrument, juveniles are classified as “maximum” “medium” or “minimum”. They report to an assigned probation officer weekly, biweekly or monthly, depending on the needs instrument score. The probation officer works to facilitate the probationer’s fulfillment of the court’s requirements. Once the rules and conditions are acknowledged and understood, the officer works with the juvenile and parent referring them to counseling services, treatment programs, etc. A large barrier to probation’s ability to serve the juveniles and their families is the dearth of services available to the mostly urban and poor populace that make up the majority of the juvenile probationers.

Typically, juveniles report regularly to the office, as the contact standards require. The juvenile spends five to ten minutes with the officer answering questions regarding compliance with the court order. If there is a problem that the officer has been made aware of, either through contact with the parent or school, or through conversations with the juvenile, the visit may last longer. The officer may conduct a urine test if drug use is suspected and the officer may refer the juvenile to various counseling programs as warranted. Most of the probation officer’s information regarding the juvenile’s adjustment and compliance comes from the juvenile. Curfew compliance, for example, can not be confirmed. The probation officer does not know

what the juvenile does when the child leaves the office. The officer has no way of knowing whom the juveniles hang out with, or where they spend their time. Contact with parents is minimal, with schools even less and with police non-existent.

During office visits the officers encourage the juvenile to pay fines, abstain from drug use, perform community service, attend school and do what ever else is necessary to the juvenile's success. Difficulties the juvenile is having in the home are addressed as well as any in school or if appropriate, work. Monitoring juveniles includes urine testing to detect drug use and tracking the performance of community service, payment of court fines and restitution and verifying school attendance. "Intervening," when it occurs, occurs in the office and solely involves the juvenile.

If the juvenile violates the terms and conditions of his/her probation, the officer will attempt to convince the juvenile to change the negative behavior, seek treatment etc. If the infractions continue or are considered serious enough that the juvenile is considered at risk to themselves or the community, a warrant may be issued for the juvenile's arrest and placement in the detention center until a court hearing the following morning. If the court believes a juvenile presents high risk to reoffend, a special condition of probation may be imposed known as "warrant status". This condition obligates the probation officer to detain any probationer found to be in violation of the terms of probation. Probation officers have the authority to arrest probationers for violation of probation on a warrant signed by the chief probation officer in the Passaic Vicinage. It is the only county in New Jersey that regularly arrests probationers without assistance of police or sheriff's officers. Most other probation divisions in the state rely on sheriff's officers to arrest probationers for bench warrants or violation of probation warrants. The Passaic County Sheriff's Department does not perform this function for probation in Passaic

County. Probation officers in the county have been conducting their own arrests for over three decades. Although they do not carry weapons, they are thoroughly trained and participation in this activity is voluntary. The probation officers in the county feel strongly that this is an integral part of their job and can not comprehend officers in other vicinages not accepting the responsibility. Likewise, the Passaic Vicinage conducts searches of probationers' persons and bedrooms, if they have cause to believe contraband may be found. Searches of juveniles' bedrooms and clothing frequently result in findings of contraband such as drugs and weapons (primarily knives). Juvenile sex offenders' rooms frequently result in finding inappropriate sexually explicit pictures, writings and paraphernalia indicative of inappropriate thought processes. The New Jersey Code of Criminal Justice authorizes probation officers to take probationers into custody under N.J.S. 2C: 45-3a(2). Passaic Vicinage is one of two vicinages in the state that place probationers, juvenile and adult, in custody. It is the only vicinage in the state to execute probation warrants in the office and in the field. Typically, if a probationer is violating the terms and conditions imposed by the court including violating the conditions of probation, and the probationer is believed to be a risk to the community, the Vicinage Chief Probation Officer may issue a probation warrant. In the case of juvenile offenders, the probationer must meet the criteria for detention outlined in N.J.S. 2A: 4A-34 before being placed in custody. The statute outlines that a juvenile may only be detained with permission of a judge or the court intake service. Detention is allowable only when it is needed to ensure the juvenile's presence in court or there is a safety risk to a person or the community.

The New Jersey Supreme Court approved a revised set of conditions for adult probationers in 1993 that states "[The probationer] shall submit at any time to a search conducted by a probation officer, without a warrant, of [his or her] person, place of residence, vehicle, or

other personal property.” In 1995 the New Jersey Supreme Court approved a revision of the Standard Conditions of Family Probation which allowed a search condition for juvenile probationers to be added as a special condition. There is currently discussion having a search condition become a standard condition for juveniles as it is for adults.

The Passaic Vicinage has utilized search conditions of juveniles and adults since the early 1970's to monitor drug- and alcohol- dependent probationers. All juveniles and adults involved in the abuse of controlled substances have been ordered by the court to agree to a set of special conditions for alcohol and drug dependency. These conditions or rules of probation include a rule for searching the probationer and anything under their immediate control. This rule was upheld in *State v. Bollinger* (1979). The court held that search conditions in probation are rehabilitative and deter further offenses. Other case law has supported the use of searches in probation. *Morrissey v. Brewer* (1972) recognized that probationers have a “reduced expectation of privacy” when the conditions of probation are “reasonably” related to purposes such as rehabilitation and public protection. *Griffin v. Wisconsin* (1987) supported reasonable warrantless searches to meet the special needs of probation. The special need of probation noted was to determine whether the probationer is or is not complying with the conditions of probation.

The courts have been careful to distinguish the use of warrantless searches by probation officers, as being necessary because of the special needs of probation to supervise and monitor probationers' compliance, and to disallow warrantless searches of probationers generally. In *U.S. v. Consuelo-Gonzalez* (1975) the court found searches by police of federal probationers to be invalid. The fact that probationers signed rules allowing searches is limited to probation officers monitoring court order compliance. The court noted the probation system should not become a “subterfuge” for criminal investigations. In supporting probation searches the court

stated “certain searches are not only compatible with rehabilitation but are essential to the proper functioning of a probation system.” Supreme Court Justice Clarence Thomas, writing for the majority last year in *Pennsylvania Board of Probation and Parole v. Keith Scott* (1998) drew clear distinctions between the role of police and the role of parole officers. He noted that the relationship between parole officers and parolees is more supervisory than adversarial and thus less likely to be abused. He further noted that Scott had signed rules as part of the parole stipulations that included allowing parole to conduct searches and prohibited him from possessing weapons. *U.S. v. Virginia Consuelo-Gonzalez* (1975) noted that “parole authorities [have] a special and unique interest in invading the privacy of parolees under their supervision. Probation officers were mentioned later in the opinion as being similarly interested and probation and parole have always been viewed the same by the courts. A recent article in an American Probation and Parole Association publication discussed the exclusionary rule as it applies to probation and parole. The authors note that the exclusionary rule was a court invention developed to deter police misconduct (Hemmens). The exclusionary rule has limited application and has never been extended beyond the trial court. A New York Court of Appeals ruled in June 1999 in *People v. Bryan Hale* that “a defendant on probation does not stand in the same constitutional shoes as someone entirely free of judicial supervision and control”.

While case law has supported reasonable warrantless searches by probation and parole officers the proliferation of probation/police and parole/police partnerships raises new questions which may be brought before the court and may result in new case law that may impact these partnerships. The New Jersey Administrative Office of the Courts has been very concerned that the partnership between probation and police not become a law-enforcement directed program and that probation not be perceived as law enforcement. Most of the partnerships reviewed by

this writer appear to be probation directed. However, a recent newspaper article in the New York Times reported a police led collaboration with parole officers. This partnership (which they want to expand to probation) has some parole officers and civil libertarians in the city alarmed at what they perceive as “illegal searches and harassment” (Roane). The courts are very concerned that the lines not be crossed. Time will tell if the aggressive New York program circumvents fourth amendment rights.

Probation officers traditionally work 8:30 a.m. to 4:30 p.m. Monday through Friday. Field visits to young probationers’ homes are conducted in the daytime only and when state vehicles are available. Recently, probation officers agreed contractually to work some non-traditional hours to enable evening field visits. Safety concerns prevent officers from conducting field visits in high crime areas, including several wards of Paterson. Probation officer concerns for safety are not limited to the locality of Passaic County or the City of Paterson. A national study of probation officers and their concern for their safety was conducted in 1996 (Lindner). Probation officers reported that their job required frequent field visits to higher risk cases. The survey could not conclude if the concern for safety was due to increased street crime or a perception of increased danger. Statistics show most violent juvenile crime occurs between 2:00 p.m. and 11:00 p.m. (Prime Time). Probation officers are typically not available to conduct field visits during those times when juveniles are most likely to offend or to effectively monitor curfew compliance.

The Paterson Village Initiative takes an active approach to monitoring the youth under probation’s supervision. It is a pilot program partnering probation, police and parole. Probation officers and Paterson police officers conduct field and home visits between 5:30 p.m. and midnight. The original design of the partnership was for police to provide an umbrella of safety

for the unarmed probation officers in high crime areas during evening and night hours. The New Jersey Supreme Court had to be assured that the roles and responsibilities were clearly defined, that probation would be the lead agency, and all activities would not conflict with the Administrative Office of the Courts policies and procedures before they would authorize Passaic Vicinage Probation to enter into a partnership with law enforcement. Even with those assurances, there was a reluctance to allow probation officers to work with police officers. The Passaic Vicinage Probation Division created an executive board of high level managers to oversee the activities of the partnership, in part, to address the concerns of the court. This board includes: the assignment judge, trial court administrator, chief probation officer, Paterson Chief of Police, State Attorney General's office, Administrative Office of the Courts representatives, the Workforce Investment Board, representatives from the faith community, the county prosecutor, Juvenile Justice Commission representatives, and the director of the county juvenile detention center. The State Attorney General's office expressed great interest in the program and requested the Juvenile Justice Commission's aftercare program (juvenile parole) join the partnership. The commission was in the process of implementing the aftercare program and this was viewed as a good opportunity to get to know the community. The Attorney General's office has been instrumental in obtaining funding for the Paterson Village Initiative and throughout the past year has been very supportive. For the most part, the juvenile parole officers partner with the police and conduct field visits separately from the probation/police partnership.

An operations board meets weekly. The board includes probation officers, police, parole, and representatives from Paterson public schools, community agencies and Paterson community members. The board discusses problems Paterson youth face and seeks solutions that range from how to organize and clean up a vacant lot to participating in "take back the streets" events. The

inclusion of the schools has helped to foster a closer relationship between the schools and probation. Probation had been working toward establishing a partnership with the schools by creating school-based caseloads. Their involvement in the Paterson Village Initiative has greatly enhanced the exchange of information between probation and the schools. Juvenile probation services provide the school representatives with lists of juveniles on probation. Probation officers and the school personnel work together to intervene with juveniles who are disruptive in school, potential dropouts, or substance abusers. Frequently truant juveniles are referred to the Paterson Village Initiative for evening visits to discuss the situation with the juveniles and their parents. The schools have difficulty contacting the parents and getting them to respond to the school for conferences. This may be due to the parent not being available during the day, the lack of a telephone in the home or unwillingness to cooperate. The Paterson Village Initiative is able to assist and intervene, before delinquency charges are filed or the child is dropped from the school rolls. The relationship that has developed between the schools and probation is one of the more successful results of the operations board. The operations board continuously reaches out to the community to address its concerns and seek input on solutions (and how to better serve the community of Paterson). The board has not been very successful in getting community people to attend meetings regularly or to help identify resources for the youth. In speaking with Boston probation staff, they found it to be a “process” that requires several years to take hold.

Field activities are modeled after Boston’s Operation Night Light, begun in 1991. An article written by Ronald P. Corbett, Deputy Commissioner, Office of the Commissioner of Probation Massachusetts Trial Court in 1998 provides a brief history of their program and its development (Corbett). In the Boston program, probation officers team with police officers to conduct evening field visits. The probation officers prepare a list of 10 to 15 juveniles they are

interested in seeing, with an emphasis on those believed to be active in gangs. Operation Night Light is one of many partnerships developed this decade in Boston to address the gang and violence problem. As in Boston, probation officers in Passaic Vicinage team with plainclothes police officers from Paterson and conduct nighttime visits to the homes of juvenile probationers. The probation officers prepare an agenda of about 25 juvenile probationers living in Paterson for each evening. Types of referrals from probation officers can be to verify an address, speak to the parent, address problems the child is having at home, school or in the community, check curfew compliance, remind parent and child of a court date or to get a “feel” for the home environment. Referrals from the police are included. Probation provides a weekly list of active juvenile probationers to police. The police in turn provide probation with a list of juvenile referrals made on those juveniles that are on probation. These are reports police prepare on juveniles they have contact with during the week, which may or may not result in charges, but invariably indicate a problem in the child’s life that needs to be addressed. The police and the schools provide additional “eyes and ears” to probation, allowing probation to intervene with the juvenile sooner. The ultimate aim of this more holistic approach to supervision is to reduce recidivism and incarceration.

In addition to referrals from probation, the schools, and police, the initiative is open to referrals from the community. The probation division takes every opportunity to publicize its approach to encourage the community to have input into the operations. If there is a particular street corner with a lot of juveniles congregating, the corner will be added to the agenda and the Initiative will stop and speak to the juveniles. Any juveniles on probation will be advised not to frequent the location and will be sent home. The Initiative is working with the community to

identify resources for the juveniles and seeks to get the community involved in developing new resources.

During a recent evening activity the team approached a darkened schoolyard where it appeared that 50 or more juveniles were congregating. Upon approaching the group, it was learned that a city sponsored juvenile football team was practicing in the dark because the yard was not lit. There were parents present who indicated they had been unsuccessful in getting the lights turned on. The Initiative made a few telephone calls resulting in lights being turned on.

Once the agenda is completed and all team members are briefed, a team of two to three probation officers rides in an unmarked police car with a plainclothes police officer. The roles of the police and probation have been clearly delineated. This is a probation directed operation. Probation sets the agenda and determines where the team goes and what it will do. When the team approaches a residence, the probation officer makes the first contact. The residents are advised of the nature of the visit and advised that police officers are with probation to provide for the officers' safety. If the probation officers enter the home, permission is requested to allow the police officers to enter. If a room is searched, it is searched by the probation officers, not by the police. Probation and police are respectful and courteous at all times. The police officers are instructed ahead of time how the operation will proceed and the expectation. Each team is followed by another unmarked police unit with a probation manager or the chief probation officer and a ranking police officer to oversee the night activities, make decisions involving policy and ensure that all formulated procedures are followed. If a warrant is to be executed, police take a more active role ensuring safety for team members. Probation officers are still responsible for placing the juvenile in custody and police only become involved if there is resistance or other matters of safety. During the evening ride, information regarding

juveniles is shared as is information regarding “hot spots” and any noted gang activity. The field activities occur two to three times a week and can include any day of the week. The juveniles do not know when probation will be out. The schedule varies weekly. It is hoped that this will encourage the juveniles to stay off the streets and obey their curfews. Further, if the juveniles are off the street and at home, they are less likely to be engaged in delinquent activity. No statistics are available regarding curfew compliance prior to the Initiative, but statistics since the Initiative was implemented in June 1998 show an average curfew compliance rate of 61% (Appendix I). There is current discussion of a series of graduated sanctions to encourage curfew compliance, including use of voice verification technology. Observations of team members report that parents welcome the visits and express an interest in the team visiting regularly. Many of the parents/guardians are single mothers or grandmothers who feel they are fighting a losing battle in keeping their adolescents from the streets.

Probation officers and police officers receive overtime pay for the evening fieldwork. A report is prepared after each activity detailing each visit. The Vicinage Chief Probation Officer and Assignment Judge review a copy of the report. A copy of the report is submitted to the Administrative Office of the Courts for its review. As this is a pilot program, there is considerable attention being paid to the Initiative. Several other counties and cities in New Jersey are interested in starting a similar program, but the Administrative Office has postponed further implementation until it can assess the success of the Paterson Village Initiative.

Design and Methodology

A review of the literature regarding police-probation partnerships failed to reveal any that had been evaluated as to their effectiveness in reducing recidivism or effectiveness using any criteria. A review of police-corrections partnerships prepared by Dale Parent and Brad Snyder for the National Institute of Justice this past Spring, specifically noted evaluations were lacking, including of Operation Night Light, the Boston police-probation initiative that has been the model for many of the programs developed over the past several years (17).

This present study endeavored to compare juveniles from Paterson placed on probation before the Paterson Village Initiative with juveniles from Paterson placed on probation after the Initiative was implemented. Catherine M. Coles and George L. Kelling have addressed the difficulties of evaluating similar types of initiatives in their analysis of community prosecution programs. They note there are too many factors that can not be controlled for (Coles 1998). Conducting an evaluation of the Paterson Village Initiative presented many problems, most significantly, are the many variables that may have played a role in the results.

The focus of this study was to compare court order compliance and recidivism. Court orders, as noted previously, contain many conditions specifically designed for a particular juvenile. There are similarities, but only those easily quantified were chosen for this study. Virtually all juveniles receive some type of financial obligation. Legislation stipulates many fines. The Victims of Crime Compensation Board fine is levied on all those convicted in criminal, municipal and family courts. This fine, generally \$35 for juveniles, receives the first priority in collections. Other fines imposed by statute are fines imposed on crimes involving drugs, car thefts and fines with special purposes such as to fund law enforcement training. There is also restitution should the court find a juvenile responsible and capable of paying for property

damage. The state has stipulated a priority for collections and has mandated that financial obligations be paid in the chronological order imposed. This study examined court order compliance using the amount of financial obligation imposed and looked at the amount paid as of July 1 of the following year. Did the Paterson Village Initiative improve the collection of court ordered financial sanctions?

The second indicator of court order compliance was the number of hours and the percentage of community service hours performed. Not all juveniles receive an order to perform community service, but a significant number do and the amount of community service hours the two groups logged was examined. Both of these measures were obtained directly from the appropriate probation division unit. Both the collection unit and the community service unit are separate from the juvenile supervision unit and fortunately have separate computer systems that can more readily retrieve this information. A list of names along with the probation numbers was provided to each of the units. They were able to compare the lists with their own records. They were asked to provide the start date and the number of hours or amount of money ordered. They were then instructed to look at July 1 of either 1998 or 1999 and provide the number of hours performed or amount of money paid.

A third example of court order compliance particularly relevant to juveniles is compliance with court ordered curfews. Unfortunately, curfews were never checked prior to the implementation of the Paterson Village Initiative. The Initiative has been collecting this information since implemented, but there are no comparison records. Curfew compliance is one of the major objectives of the Initiative (Appendix I). It is generally believed that if the juveniles are not on the streets and are in their homes, the number of juveniles involved in crime will decrease.

This study examined the pre and post implementation populations regarding recidivism rates. It was hoped that closer monitoring would result in fewer juveniles reoffending. The Family Automated Case Tracking System (FACTS) was accessed individually for each case. Again, the system was not designed to allow easy access to the information so each juvenile was researched separately. The most common offenses committed by juveniles as well as the typical downgraded charges used in plea bargaining were codified and divided by categories: crimes against persons, crimes against property, drug offenses, weapons offenses and violations of probation. They were further distinguished as (if committed by an adult) indictable (a crime or felony) or disorderly person (offense). The crime classifications or groupings were based on the New Jersey State Police Crime Index. To keep the data collection manageable, information was limited to a maximum of three offenses before adjudication of the current offense and three adjudication of the current offense. If the juvenile committed more than three either pre or post the current offense placing the juvenile on probation, a simple yes/ no was asked. Over three offenses, for the purpose of this study, were defined as “chronic”. The offense resulting in the current probation term was codified also. It should be noted only one offense per adjudication was recorded. The data collectors were instructed to note the most serious of the offenses for each adjudication recorded. If the juvenile became age 18 during the research period, another automated system known as Promis Gavel was searched to determine if the youth was arrested in New Jersey on an adult charge. Did the Paterson Village Initiative have a positive impact on juvenile recidivism?

Other information gathered included whether or not there was any indication of drug use, school attendance rates or employment rates. This information was obtained by going into the notes kept on the automated system by the assigned probation officer. The data collectors were

instructed to search the probation case management portion of FACTS for the information. Did intensified monitoring reduce drug use? Did it increase school enrollment rates? Were employment rates improved?

The data collectors consisted of a team of 7 juvenile probation officers and support staff that were familiar with the automated systems and two college seniors who volunteered to assist in this research. The team worked pulling files from the record room, going through the files and through the automated mainframe systems over a four week period in August and September of 1999. The automated mainframe system used by juvenile probation was not designed with research in mind and could provide minimal assistance in data collection. In fact, to identify the population to study, a hand written log of new cases received by the probation division had to be used. This log predates use of the Family Automated Tracking System, the mainframe system developed by the Administrative Office of the Courts for use by the Superior Court, Family Part. The addition of a case management component for the probation division appears to have been an afterthought. There are no reports that can be generated that would identify juveniles placed on probation. The clerical support staff was reluctant to give up the manual hand written log at the time the automated system was implemented, as this hand written log remained the only record of cases probation received. The log is a chronological list of all juvenile dispositions received by probation from the family court. The log does not contain juvenile addresses but does contain the municipality in which the complaint was initially filed. This did not elicit juveniles from Paterson who committed offenses outside of the city, but it was assumed the overwhelming number of offenses committed by Paterson youth were committed in Paterson. An informal review of case files confirmed this. Most of the juveniles in Paterson do not have drivers' licenses and their ability to get outside of the city is limited. The mass transit system in

New Jersey is limited and one result is high unemployment in Paterson because there are few jobs and limited ability for residents to go to the suburban areas where jobs are more plentiful. A list was compiled of all juveniles with complaints initiated in Paterson during the first six months of 1997. The list contained 247 names. A similar list was prepared for 1998, which contained 121 names, and a list for 1999 contained 217 names. Data collection was to be manual since the automated system could not provide it. To manually go through 350 or more records was unmanageable, so it was decided to look at juveniles from the second quarter of 1997 and compare them with juveniles from the second quarter of 1998. This resulted in a total of 112 juveniles from 1997, but only 72 from 1998. Adding juveniles from March 1998 resulted in a pool of 97. From these pools it was anticipated that a few numbers would be lost because not all Paterson complaints were by Paterson residents. A few would be eliminated because the juveniles were not placed on probation and may have been referred to probation only for collection of financial obligations. A few more were expected to be lost because the court withheld disposition or disposed of them in a manner that did not necessitate probation actually being involved. It was expected that fewer than 10% of the pool would be eliminated from the study. The final population was 103 for the control group from 1997 (a total of 9 juveniles were eliminated because they were not Paterson residents or were sentenced to pay fines only, perform community service only or otherwise sentenced to a non-probationary sentence). The final population for the experimental group was 84 1998 (a total of 13 were eliminated for similar reasons to those noted above).

The disparity in population size was addressed by comparing the juvenile delinquency processing statistics from the family court for the second quarter of 1997, 1998 and 1999. The statistics are part of a monthly report the family division prepares for the Administrative Office

of the Courts on court activity. Only the statistics regarding juvenile delinquency were obtained. This does not reflect the court processing for other matters the family court is responsible for. The statistics, reported monthly, report all new juvenile delinquency complaints filed, violation of probation filings, delinquency complaints received from other jurisdictions, reactivated complaints (such as executed bench warrants), and complaints returned to the calendar from preadjudication diversion. The statistics contain information on juvenile delinquency matters pending from the previous month and those disposed of by the court for the month. Table 1 below shows the information for the second quarter for each of the years. The court opened a total of 1,595 new cases during that quarter in 1997. It disposed of 1,888. The following year, 1998, the numbers were substantially less, 1,367 new and 1,564 disposed. Nineteen ninety-nine had similar numbers to 1998; 1,412 new and 1,570 disposed. The difference may be attributable to lower arrest rates generally. This is supported by the New Jersey State Police Uniform Crime Report released in October, 1999 which showed an overall drop in crime in Passaic County of 11% for 1998 from 1997. The same report showed a similar drop in the City of Paterson. Internal statistics obtained from Paterson Police show a decrease in juvenile crime during 1998 and a small increase 1999. Details are shown in Table 2 below. A direct comparison is not possible due to differences in the time periods covered in the table, but the numbers are suggestive of a significant decrease in arrest rates during 1998.

Table 1
Superior Court, Family Part, Passaic Vicinage Juvenile Delinquency

Filings for the Second Quarter of 1997,1998,1999*

	<i>April 1997</i>	<i>May 1997</i>	<i>June 1997</i>
Pending	869	789	633
New	443	316	214
Probation Violations	68	55	67
Transfer in*	10	8	15
Reactivate*	74	61	66
Reopen*	40	29	29
Total not including Pending cases	635	469	491
Total Disposed	715	621	552

	<i>April 1998</i>	<i>May 1998</i>	<i>June 1998</i>
Pending	718	665	589
New	243	249	314
Probation Violation	67	60	67
Transfer In	17	23	34
Reactivate	39	61	87
Reopen	38	22	46
Total not including Pending cases	404	415	548
Total Disposed	456	491	617

	<i>April 1999</i>	<i>May 1999</i>	<i>June 1999</i>
Pending	661	707	678
New	297	267	322
Probation Violation	60	116	92
Transfer In	7	3	13
Reactivate	55	42	49
Reopen	41	21	27
Total not including Pending cases	460	449	617
Total Disposed	41	477	682

*Reactivated cases are those placed back on the calendar after a bench warrant is executed. Reopened cases refer to those cases back on the calendar after an unsuccessful diversion attempt.

Transfer cases are juvenile delinquency matters received from other jurisdictions.

Table 2.

Paterson Juvenile Crime Statistics. A comparison of internal statistics prepared by the Paterson Police Juvenile Division for the New Jersey Crime Reports. *

	5/01/96- 5/01/97	5/01/97- 5/01/98	% Change	5/01/97- 5/01/98	5/01/98- 5/01/99	% Change
Violent	407	345	-15%	345	354	+ 3%
Nonviolent	203	111	-45%	111	127	+14%
Narcotic	232	201	-13%	201	186	+ 7%

*Violent crimes include: homicide, sexual assault, robbery, aggravated assault
Nonviolent crimes include: burglary, theft, motor vehicle theft

This writer designed the data collection sheet, keeping in mind that the collection team would have to go to several sources to obtain the information needed. Offenses were codified and grouped as described above. The allowable responses were limited to ensure uniformity, and this researcher was present during the collection process to answer any questions that arose. This further guaranteed uniformity and the integrity of the collected data. While compiling the data, any questions concerning the information were answered by reviewing the information source again. The data collection sheet was reviewed by several probation officers before it was used to make sure it was understandable and user friendly. The data collection sheet can be found in appendix II.

In addition to the comparison between juveniles placed on probation during the second quarter of 1997 with juveniles placed on probation during the second quarter of 1998, surveys were distributed. Surveys were given to parents whose homes the Initiative visited during the fall of 1999. Surveys were given to the juveniles as well. The surveys were given to the

juveniles and their parent/guardian immediately after the Initiative visited. The back-up unit was introduced to the family by the probation officer that made the visit. The supervising probation manager introduced him or her self and asked if they would mind completing the survey. An intern from William Paterson University assisted during some of the visits. The explanation for the survey given to the families was that we needed their assistance in evaluating the program and determining if it should continue. The survey was handed to them along with a plain white envelope in which they could seal the completed survey and they then placed it in a canvas bag with others. This was to ensure their anonymity. If needed, the survey was read to them and they were asked to circle their response. Surveys were not given to families or juveniles during warrant executions due to the highly emotional nature of the visit and safety issues. Attempts were made to go back to those homes a few weeks later to complete the original survey and a follow up survey regarding the arrest its self. At the conclusion of this study, parents of detained juveniles completed only two surveys, and only five of the detained juveniles completed surveys. Because of the low number of surveys returned for this group, results were not included in this report.

The juveniles and their parents had the exact same survey questions. The questions included whether or not they and their home were respectfully treated and whether or not they believed the night visits were helpful in deterring delinquent behavior. After the first night it became apparent that the parents and the juveniles were unclear as to the meaning of one question, so it was modified to make it more understandable. Additionally, after the first night it was determined that the parent/guardian survey should also be available in Spanish. The survey was translated into Spanish for future use. A total of eight evening field nights were used to distribute and collect the surveys.

Surveys were distributed to all of the police officers involved in the Village Initiative and all of the probation officers involved. The purpose of the survey was to ascertain their perceptions of the initiative, its effectiveness, and whether or not they felt this to be a worthwhile endeavor that should be expanded to other communities.

A third set of surveys was given to members of the operations board that attended meetings in October and November 1999. Copies of all the survey instruments can be found in the appendices III through VIII.

Findings

Table 3 summarizes the results of the comparison between the two groups. Both the control group of juvenile probationers and the experimental group were compared in three areas: behavior, court order compliance and recidivism. There was overall improvement in the three areas as initially summarized in the table. School enrollment was up 9.1% over 1997 while employment was down 3.81%. Employment was the only category in which the pre-implementation population fared better than the post-implementation population. This could be explained by the fact that school enrollment was up. Drug use decreased in the 1998 group 9.63% over the previous year. Table 3 shows that court order compliance as defined as payment of court ordered financial obligations and the completion of community service hours showed improvement. Juveniles paying 100% of the court ordered financial penalties increased among the 1998 population 6.19%, and completion of court ordered community service increased 17.01% among the 1998 group compared to the 1997 group of juvenile probationers.

Recidivism was compared several ways. The percentage of juveniles that had at least one new complaint of juvenile delinquency excluding violations of probation (VOP), decreased by 13.58% among the 1998 group. The percentage that were fully compliant with probation and had not re-offended increased 19.33% over the 1997 population.

Table 3

Probationers Before and After Implementation of the Paterson Juvenile Justice Village

Initiative. A Comparison of Juveniles After 1 Year Under Probation Supervision.

	<i>1997</i>	<i>1998</i>	<i>PERCENTAGE</i>
	<i>PERCENTAGES</i>	<i>PERCENTAGES</i>	<i>DIFFERENCES</i>
IN SCHOOL	34.95%	44.05%	+9.1%
EMPLOYED	25.24%	21.43%	-3.81%
DRUG USE	31.06%	21.43%	-9.63%
PAID 100% OF FINANCIAL OBLIG.	56%	62.19%	+6.19%
COMPLETED COMM. SERVICE	61.11%	78.12%	+17.01%
NEW COMPLAINTS EXCLUDING VOP*	50.48%	36.90%	-13.58%
VIOLATION OF PROBATION	46.54%	57.95%	+11.41%
NO NEW COMPLAINTS INCLUDING VOP**	22.33%	41.66%	+19.33%

*Represents juvenile delinquency complaints filed in the Superior Court-Family Part, not including violation of probation filings. (Recidivism)

**Represents the percentage of juveniles that had 0 filings in Superior Court-Family Part including 0 filings for violation of probation.

The findings regarding the juveniles' behavior (school enrollment, employment and drug use) changed somewhat under closer scrutiny. Closer analysis of the two years as shown in Table 4 indicates that although school enrollment was up, it was also up 20.73% at the time the probation term began in 1998 compared with those whose probation term began in 1997.

Employment for the 1998 group was down both at the time probation supervision began and at the time of the follow up a year later.

Table 4 Comparison of School Enrollment; Employment; Drug Use

1997					
	Initial		Follow Up		Percent Difference
	#	%	#	%	
In School	51	49.51%	36	34.95%	- 14.56%
Have Job	18	17.47%	26	25.24%	+ 7.77%
Drug Use	63	61.16%	32	31.06%	- 30.1%

1998					
	Initial		Follow Up		Percent Difference
	#	%	#	%	
In School	59	70.24%	37	44.05%	- 26.19%
Have Job	10	11.90%	18	21.43%	+ 9.53%
Drug Use	43	51.19%	18	21.43%	- 29.76%

Initial					
	1997		1998		Percent Difference
	#	%	#	%	
In School	51	49.51%	59	70.24%	+ 20.73%
Have Job	18	17.47%	10	11.90%	- 5.57%
Drug Use	63	61.16%	43	51.19%	- 9.97%

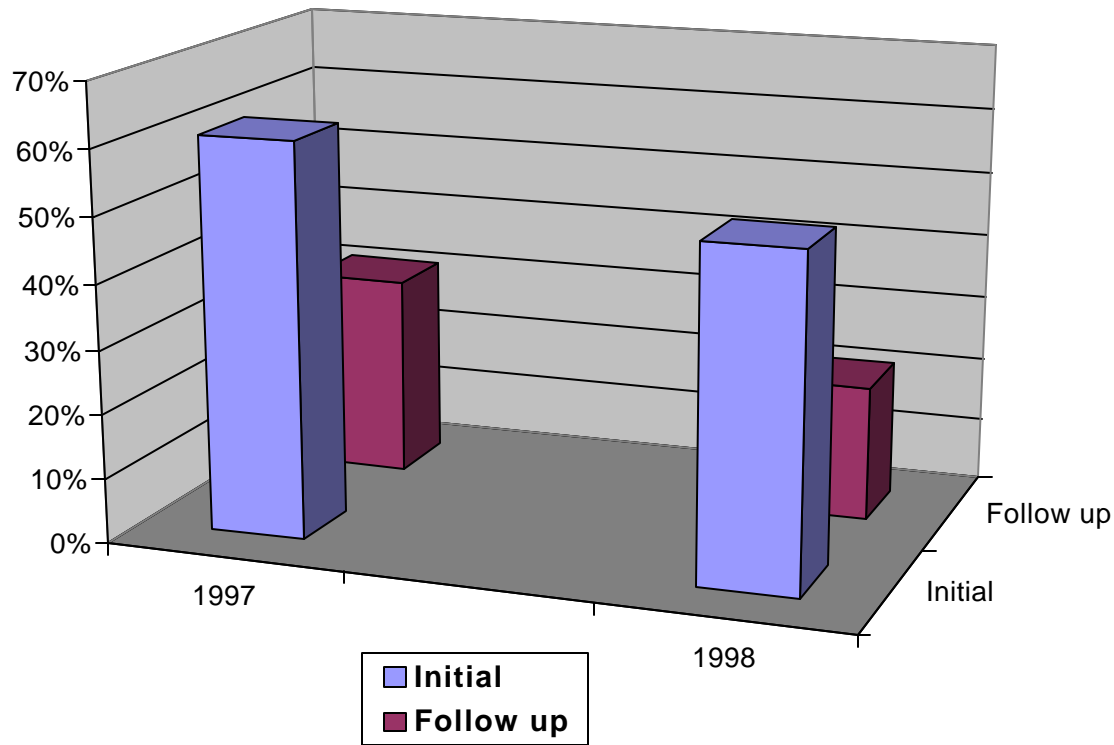
Follow Up					
	1997		1998		Percent Difference
	#	%	#	%	
In School	36	34.95%	37	44.05%	+ 9.1%
Have Job	26	25.24%	18	21.43%	- 3.81%
Drug Use	32	31.06%	18	21.43%	- 9.63%

Of interest was the finding that for both the 1997 group and the 1998 group, drug use decreased about 30% (30.01% among the 1997 group and 29.76% among the 1998 group) after being under probation supervision for one year. There was a 9.97% decrease among the 1998 group compared to the 1997 group in drug use at the time probation supervision began, lessening the significance of the 9.63% decrease shown at the time of the follow up for the two groups.

The above indicates that the first year of the Paterson Juvenile Justice Village Initiative does not appear to have made a significant impact on the juveniles' behaviors as identified by school enrollment, employment and drug use. However, one can conclude that probation supervision as done in the Passaic Vicinage with regular monitoring by urine testing is effective in reducing drug use for juveniles on probation. Both years, comparing the initial data at the beginning of the probation term with the follow up data a year later, show close to a 30% drop in drug use.

Illustration 1

Drug Use



Regarding court order compliance in paying financial obligations, Table 3 shows that the percentage of juveniles paying 100% of their court ordered financial obligations increased by 6.19%. Fifty-six percent fully paid in the 1997 group while sixty-two percent paid in the 1998 group. Looking at Table 5 which provides greater detail, the 1998 group actually had 37.92% increase in the average amount ordered resulting in an actual decrease in the overall percent collected. The increased financial orders were primarily due to mandatory fines for drug offenses. These mandatory fines were ordered more consistently beginning in 1998 than they

had been previously. Nevertheless, the percentage paying the financial order in full within one year increased.

Table 5

Financial Comparison

	<i>1997</i>	<i>1998</i>	<i>PERCENT DIFFERENCE</i>
# Juveniles received financial order	100 Juveniles	82 Juveniles	
% Juveniles received financial order	97.08%	97.61%	+ .53%
# Juveniles that paid 100%	56 Juveniles	51 Juveniles	
% Juveniles that paid 100%	56%	62.19%	+ 6.19%
Total financial dollars Assessed	\$21,124.49	\$23,891.23	
Total financial dollars Collected	\$10,149.49	\$8,603.63	
% Collected	48.05%	36.01%	- 12.04%
Average financial Order assessed	\$211.24	\$291.36	+ 37.92%

More notable was a 17.01% increase in completion of community service orders in 1998 from 1997. Table 6 shows that the 1998 group received fewer mandated community service hours. The average number of hours received decreased in 1998 by 6.68 hours.

Table 6

Community Service Comparison

	<i>1997</i>	<i>1998</i>	<i>PERCENT DIFFERENCE</i>
# Juveniles received community service	54 Juveniles	32 Juveniles	
% Juveniles received community service	52.43	38.09	- 14.34
# Juveniles completed 100% of hours	33 Juveniles	25 Juveniles	
% Juveniles completed 100% of hours	61.11	78.12	+ 17.01
Average # of Hours received	55.55 hours	48.87 hours	- 6.68

The comparison of subsequent charges provides a more compelling indication that the Paterson Juvenile Justice Village Initiative may be on the right track. The percent of technical violations of probation increased by 11.41% in 1998 over 1997. This would be expected due to increased monitoring. For the first time, curfew compliance was looked at regularly and probation was able to determine whether or not a juvenile was compliant with the court order. Recidivism or the percent of juveniles arrested on new complaints within one year of being placed on probation decreased by 13.58%. The 1997 population re-offended at a rate of 50.48% while the 1998 population re-offended at a rate of 36.90%. The most significant of all was the percentage of juveniles that were not arrested during the year after being placed on probation and did not violate the terms of their probation. The percentage increased by 19.33% in 1998. More detailed information by offense category can be found in Table 7. Also see Illustration 2 in Appendix IX.

Table 7

Subsequent Charge Comparison

CHARGE	1997		1998		PERCENT DIFFERENCE
	#	%	#	%	
TOTAL WITH NEW COMPLAINTS EXCLUDING PROBATION VIOLATIONS	52	50.48	31	36.90	-13.58
TOTAL WITH NO NEW COMPLAINTS INCLUDING NO PROBATION VIOLATIONS	23	22.33	35	41.66	+ 19.33

Breakdown of Subsequent Charges

CRIME AGAINST A PERSON	11	6.92	4	4.54	- 2.38
DP PERSON CRIME	14	8.8	8	9.09	+ .29
PROPERTY CRIME	15	9.43	7	7.95	- 1.48
DP PROPERTY	16	10.06	6	6.81	- 3.25
CDS CRIME	18	11.32	4	4.54	- 6.78
DP CDS	7	4.4	7	7.95	+ 3.55
WEAPON CRIME	4	2.51	1	1.14	-1.37
VIOLATION OF PROBATION	74	46.54	51	57.95	+11.41
Total Subsequent Charges	159		88		

The two populations were examined more closely. The 1998 population was slightly older than the 1997 population. Table 8 breaks down the two populations by age. Close to 90 % of both populations are between the ages of 14 and 18. Some of the results for those under the age of 14 and over the age of 18 can not be used to draw conclusions because of the small number of juveniles represented in these populations.

Table 8

Percentage Breakdown of Juvenile Probationers by Age Placed on Probation

AGE	1997 POPULATION	1998 POPULATION
20	1	0
19	1	1
18	17	22
17	22	33
16	20	19
15	13	17
14	14	5
2	5	1
12	5	1
11	0	0
10	2	1

Table 9 details the summary results found in Table 3 further with an age breakdown. School enrollment was up in all age categories. The decrease in employment was most significant among the 17 and 18-year-olds. Drug use was down among all ages except the 18-year-olds. There was close to a 50% increase in drug use among 18-year-olds. Even with this increase, the overall use of drugs for the 1998 population was down 9.63% from the 1997 population. It is interesting to note that among 17-year-olds, although unemployment was down 10% in 1998 from 1997, they were twice as likely to have paid their fines in full compared to the 1997 population. This in spite of the fact that the average financial order assessed was increased 37.92% among the 1998 population as compared to the 1997 population.

Table 9
Summary Results of Population Percentages by Age

Age	In School		Have Job		Drug Use		Paid 100%		CS 100%		New Compl. Exclude VOP		No New Comp. Or VOP		VOP	
	97	98	97	98	97	98	97	98	97	98	97	98	97	98	97	98
20	0	-	0	-	0	-	0	-	-	-	100	-	0	-	100	-
19	0	0	0	0	100	0	100	0	100	-	0	0	0	100	100	0
18	28	39	44	33	17	33	72	76	67	87	50	44	33	33	28	33
17	26	39	35	25	35	18	36	74	60	86	57	25	22	54	39	36
16	24	44	29	19	38	31	52	50	70	80	48	37	29	31	48	44
15	38	64	15	7	31	7	58	50	60	50	54	57	8	21	69	50
14	50	50	7	0	43	25	71	50	50	100	57	25	14	50	64	50
13	80	0	0	0	0	0	40	100	-	0	80	100	0	0	80	100
12	60	100	0	0	40	0	75	100	0	-	20	0	40	100	40	0
11	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
10	50	100	0	100	0	0	50	0	-	100	50	100	0	0	100	0

Recidivism was down among all age groups in 1998 except 15-year-olds, which showed a small increase. Juveniles of all ages in 1998 were more likely to be arrest-free and fully compliant with probation than their 1997 counterparts.

Table 8 provides the breakdown of the ages of the juveniles at the time they were placed on probation. Tables 10, 11, and 12 provide additional information concerning the differences between the two populations, specifically regarding offense histories.

Table 10

Charge at Time Placed on Probation

	<i>1997</i>		<i>1998</i>		<i>Percent Difference</i>
	<i>#</i>	<i>%</i>	<i>#</i>	<i>%</i>	
Crime against person	17	16%	8	10%	- 6%
Person offense (DP)	16	15%	24	29%	+ 14%
Property crime	17	16%	7	8%	- 8%
Property DP	22	21%	12	14%	- 7%
CDS crime	16	15%	17	20%	+ 5%
CDS offense	7	7%	9	11%	+ 4%
Weapon crime	8	8%	7	8%	No change

Table 11

Prior Adjudications

<i>Number of prior Adjudications</i>	<i>1997</i>		<i>1998</i>		<i>Percent Difference</i>
	<i>#</i>	<i>%</i>	<i>#</i>	<i>%</i>	
None	64	62%	65	77%	+ 15%
One	17	16%	13	15%	- 1%
Two	12	12%	2	2%	- 10%
Three	2	2%	2	2%	No change
More than three	8	8%	2	2%	- 6%

Table 12

Total of all Prior Adjudications by Category

	<i>1997</i>		<i>1998</i>		<i>Percent Difference</i>
	#	%	#	%	
Crime against person	7	10%	3	10%	No change
Person offense (DP)	26	37%	8	28%	- 9%
Property crime	7	10%	4	14%	+ 4%
Property DP	19	27%	8	28%	+ 1%
CDS crime	4	6%	1	3%	- 3%
CDS offense	5	7%	0	0	- 7%
Weapon crime	3	4%	2	7%	+ 3%
Violation of probation	0	0	3	10%	+ 10%
Total of All Prior Adjudications	71		29		

Probation Officers and police officers were surveyed during early October 1999. Surveys were only distributed to those who regularly participate in evening field activities. A total of 13 surveys were distributed to the juvenile probation officers. Thirteen surveys were collected. The police lieutenant in charge of the participating police officers was given surveys to distribute. He distributed 12 surveys and collected 12 surveys. Because of the limited number of surveys, conclusions are of limited value. Those who participate all volunteer for the activity and this shows in the survey results. They believe in the value of the partnership, and believe the program should become part of standard procedures. They also believe the partnership should be expanded to other communities. Officers from the police department and the probation division have learned skills from each other to enhance their own job skills.

Neither police nor probation officers feel there is confusion in roles and both believe the roles complement each other. The results of the surveys can be found below on Tables 13 and 14.

Probation officers and police officers were surveyed with the same questions.

Table 14 Police Officer's Survey Results (Total Surveyed 12)

	Strongly Agree		Somewhat Agree		No opinion/ Don't know		Somewhat Disagree		Strongly Disagree	
	#	%	#	%	#	%	#	%	#	%
Working with probation has given me a greater appreciation for their job	9	75	2	17					1	8
I have learned better ways to do my job	5	42	5	42	1	8			1	8
Working with the Initiative has been a positive experience	10	83	1	8					1	8
The Initiative is a good model for other communities	10	83			1	8			1	8
Roles of probation & police complement each other	9	75	2	17					1	8
Field activities have reduced juvenile crime	4	33	3	25	3	25	1	8	1	8
Initiative should be expanded to other communities	10	83	1	8					1	8
I am comfortable working with probation	10	83					1	8	1	8
Roles of probation and police are confused	1	8	1	8	1	8	1	8	8	67
Information received from probation is helpful	8	67	3	25					1	8
Probation officers are respectful during street contacts	10	83			1	8			1	8
Probation officers are respectful during home visits	10	83			1	8			1	8
There are conflicts in roles of police and probation	1	8	2	17					9	75
Probation officers are respectful during arrests	10	83	1	8					1	8
In favor of the Initiative becoming SOP in my department	9	75	2	17					1	8
I mainly work Initiative for the overtime money	3	25	3	25	1	8	4	33	1	8
I believe the Initiative is an effective method for supervising juvenile probationers	9	75	2	17					1	8

Parents/guardians were surveyed during October and November 1999. During the survey period there were a total of 37 homes in which there was no contact and 9 times surveys weren't given because warrants were executed resulting in emotional turmoil in the home and the surveyors chose not to initiate the survey process. Two mothers refused to take the survey because they were sleeping and 2 surveys weren't given because it was determined the parent/guardian was incompetent and could not comprehend the survey questions. Fourteen surveys were given in Spanish. In 8 homes both parents were present and both took the survey. Results to the parent/guardian survey and the juvenile probationer survey are below in Illustrations 3 through 8. Details of these survey results can be found in Appendix X labeled Tables 15 and 16. A total of 100 parents/guardians and 87 juveniles were surveyed.

Illustration 3

Parent/Juvenile Survey Responses: *The probation officers and police are respectful to me and my family when they visit.*

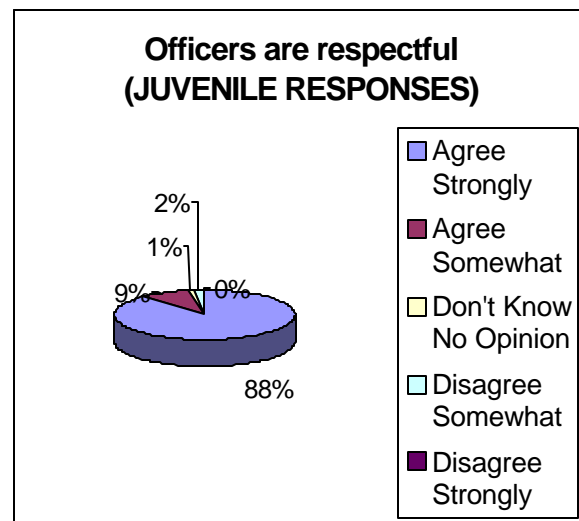
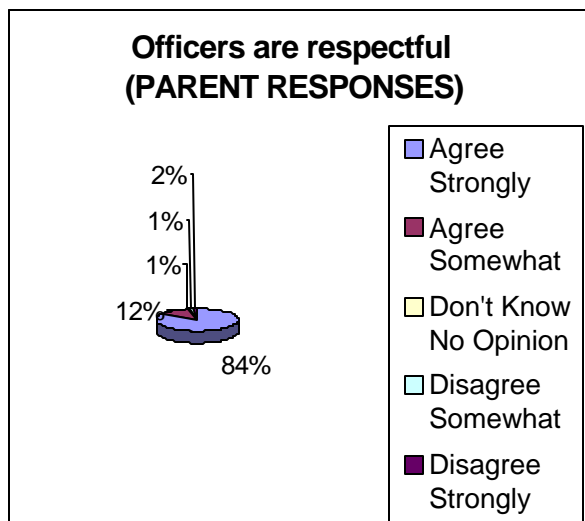


Illustration 4

Parent/Juvenile Survey Responses: *I think it is a good idea for probation officers to visit juvenile probationers' homes in the evening and weekends.*

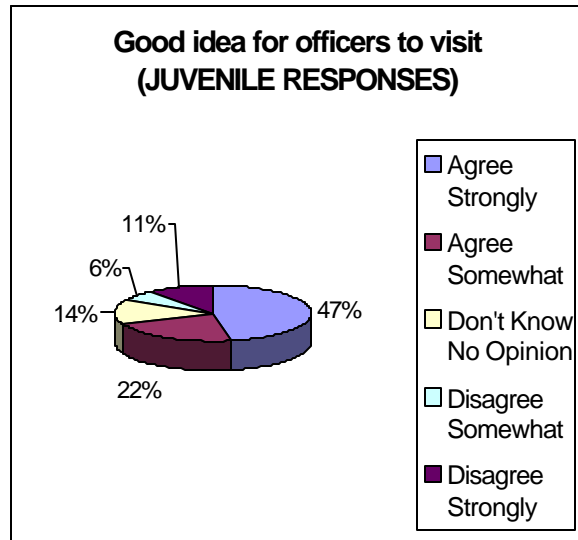


Illustration 5

Parent/Juvenile Survey Responses: *My child (I am) more likely to be home, if they (I) think the probation officer may visit.*

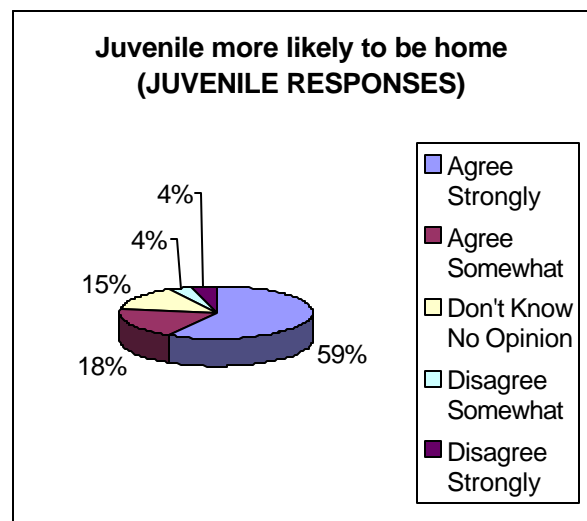
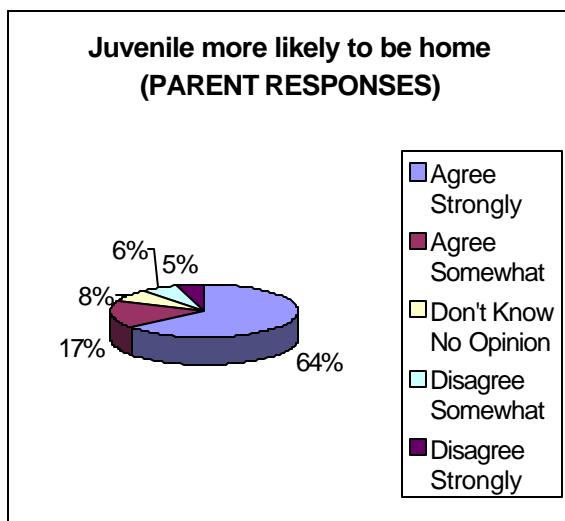


Illustration 6

Parent/Juvenile Survey Responses: *I better understand what is expected of my child (me) because I can talk to the probation officer when he/she visits.*

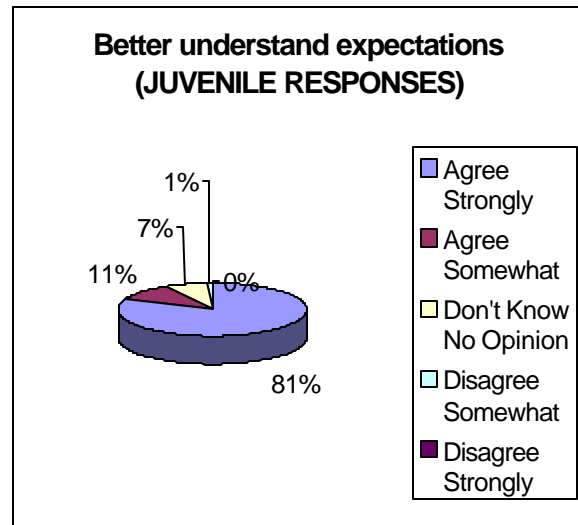
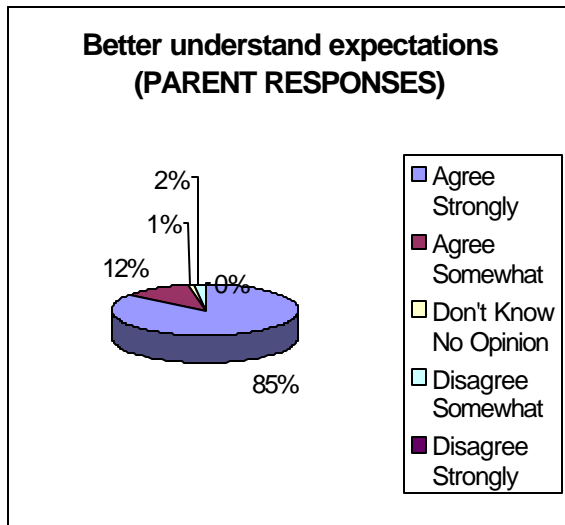


Illustration 7

Parent/Juvenile Survey Responses: *The evening visits by the Paterson Village Initiative are helpful to me in controlling my child's (my) behavior.*

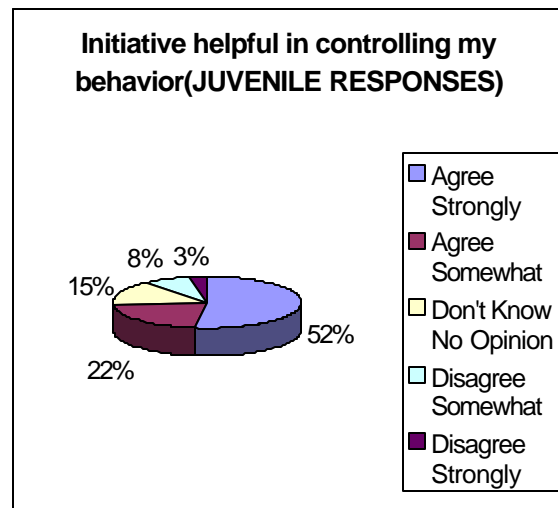
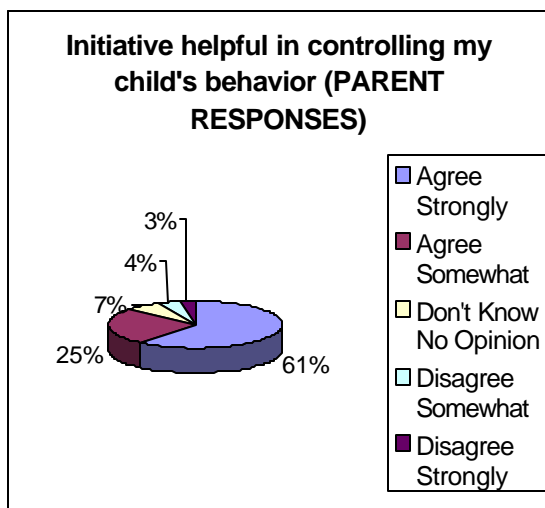
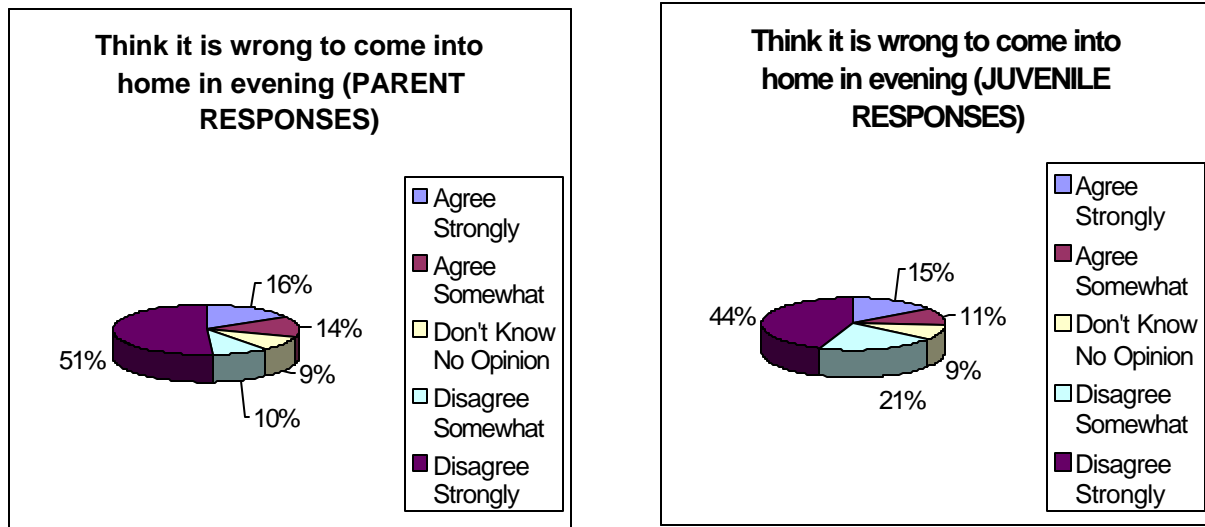


Illustration 8

Parent/Juvenile Survey Responses: *I think it is wrong for probation/police to come into my home in the evening*



Overall, a total of 96% of all parents/guardians surveyed believed it was a good idea for probation to visit in the evening (85% strongly agree and 11% somewhat agree); 97% have a better understanding of probation and the expectations for their child; and 86% feel probation and police visits help control the juvenile's behavior. Both police and probation officers are respectful to the parents and their families.

Juveniles surveyed gave more mixed responses. Still, 69% believed it was a good idea for probation officers to visit evenings and weekends; 75% stated they were more likely to be home if they think probation will visit; 91% have a better understanding of what is expected of them; and 74% believed the Initiative visits help them to control their behavior.

Additionally, surveys were distributed to members of the operations board during the month of October 1999. Fourteen members were surveyed. The fourteen represent the number

that regularly attended the weekly meetings. The results can be found on Table 17 below. Again, the limited number completing the survey affects the conclusions that can be drawn, but the results are given here for completeness and for their intrinsic interest. As expected, those who regularly attend the meetings believe in the program and believe it is effective.

Table 17

Survey For The Operations Board (14 surveyed)

	Strongly Agree		Somewhat Agree		No opinion/ Don't know		Somewhat Disagree		Strongly Disagree	
	#	%	#	%	#	%	#	%	#	%
I understand the Initiative's purpose and goals.	14	100	0	0	0	0	0	0	0	0
I believe the Initiative evening visits to juvenile's home are effective in curbing their delinquency.	11	78	2	14	1	7	0	0	0	0
The Initiative meetings are informative.	8	57	4	28	0	0	1	7	1	7
The Initiative's goals are unclear.	2	14	1	7	0	0	3	21	8	57
The Initiative meetings have facilitated communication between agencies and organizations.	10	71	2	14	1	7	1	7	0	0
The Initiative and its activities are known in my community or where I work.	2	14	4	28	3	21	5	36	0	0
Initiative meetings give the community a chance to contribute to the goal of improving the juveniles' lives	10	71	4	28	0	0	0	0	0	0
Issues brought forth by board members are listened to and acted upon.	9	64	5	36	0	0	0	0	0	0
The Paterson Village Initiative is making Paterson a safer place for the community.	9	64	4	28	1	7	0	0	0	0
I am concerned that the Initiative evening visits are having a negative effect on the community.	0	0	0	0	2	14	1	7	11	78

Conclusions

This study compared two sets of juvenile probationers. The control group consisted of juveniles placed on probation a year before the Paterson Juvenile Justice Village Initiative was implemented. The experimental group was comprised of juveniles placed on probation at the time the Initiative began. Data was collected and compared for two time periods. Data was collected from the time the juveniles were placed on probation and collected at one year later. The information was analyzed in terms of the juveniles' behavior as evidenced by school enrollment, employment and drug use. Court order compliance was compared by examining payment of court ordered financial obligations and performance of court ordered community service hours. And finally, recidivism was examined.

There was no evidence that the Paterson Juvenile Justice Village Initiative had any notable effect on school enrollment, employment or drug use. Evidence seems to indicate that probation supervision with regular monitoring of drug use by urine testing reduced drug use by 30%.

Juveniles were more likely to pay court imposed financial obligations and more likely to complete court ordered community service after implementation of the Paterson Juvenile Justice Village Initiative. The percentage of juveniles that paid their financial obligations in one year increased 6.19%. This increase although small gains significance because the average financial penalty assessed by the court increased 37.92% in 1998 compared to 1997. The percentage of juvenile probationers that completed the community service hours within one year increased 17.01% in the 1998 group over the 1997 group.

The percentage of juveniles that re-offended within one year decreased 13.58%. The percentage that remained arrest free and were fully compliant with the terms and conditions of

probation increased 19.33%. The percentage that violated the terms and conditions of probation resulting in a court hearing also increased, by 11.41%.

The results indicate that the Paterson Juvenile Justice Village Initiative is impacting juvenile probationers in Paterson. The majority of juveniles on probation in Passaic Vicinage reside in Paterson. Overtime pay for police and probation officers is costly, but it makes sense to use the resources where they will have the greatest impact. The surveys indicated that both probation officers and police officers would be interested in the collaboration becoming standard. They also indicated that overtime pay is not their motivation for becoming involved. Their motivations for participating in the Paterson Juvenile Justice Initiative were not explored, but this would be interesting to explore in another study.

The increase in probation violations is most likely the result of increased monitoring by probation. The partnership with the police and the schools, and the night time field activities have resulted in the probation officers being more cognizant of what is happening in the lives of the juveniles outside of the office. Probation officers are more aware of infractions, such as curfew violations; probationers associating with other delinquents or frequenting areas they are restricted from. Probation officers first attempt to intervene by counseling the juvenile and parent, and if needed, officers will refer the juvenile and/or parent for appropriate services. If these options are exhausted, if the juvenile does not cooperate and/or the infraction is severe enough, a probation violation must be filed with the court.

Interestingly, the number of juveniles committed to the state juvenile correctional facility has been decreasing. A chart showing the decline can be found in appendix XI. The lower rates of commitments may also be attributable to the Paterson Juvenile Justice Village Initiative. The partners are working to intervene on behalf of the juveniles. Barriers to communication between

probation and police; probation and the schools; and probation and the community are being eliminated. Information sharing is essential to helping the youth of Paterson that are on probation. Networking between probation and the police, probation and the schools, and probation and the parents has resulted in earlier intervention that may be impacting commitment rates. The judges may be more willing to allow at risk juveniles to remain on the streets of Paterson because they know supervision has become more active and monitors the juveniles outside of traditional hours, the same hours juveniles are most likely to commit crimes. Or it could reflect declines in juvenile crime overall. This is an area for further study.

A study over a longer period might better explain why there were no notable differences regarding school enrollment, employment and drug use. The Passaic Vicinage probation division is about to implement a job readiness grant that will provide job readiness training and seek employment opportunities for sixteen to twenty-four year olds. This may help. The program will further expand the partnership with the Paterson school system.

There were differences in the populations between 1997 and 1998. The number of cases the probation division received from the family court in 1998 was much smaller. To obtain a pool of juveniles for 1998 comparable to the 1997 group, a fourth month, March 1998 cases had to be used. If more time was available or the data was more easily accessible, it would have been possible to collect data from a larger sample, perhaps doubling the size. Instead of limiting the sample to the second quarter of each year, including all juveniles placed on probation during the first six months of each year would have given greater significance to the results. The possibility that some of the findings are a result of declining crime rates needs to be examined and a longer spanning study could address this. The recidivism rates should be reviewed over a longer period of time to assess the Initiative's lasting impact. A larger population would have

allowed conclusions to be drawn by age, ethnicity and even gender. Paterson is 24.5% white, 40.9% Hispanic and 32.7% African American. A larger sample would have made a breakdown of the results by ethnicity and race meaningful.

Appendix XII presents two tables. Table 18 is the ethnic and race breakdown for the population of Paterson and Table 19 shows the 1999 breakdown by ethnicity and gender for Paterson juvenile probationers. Conclusions could not be drawn if the field activities were more effective with a specific age group or even a specific ethnic group in this study.

The tables in appendix XII reveal a disproportionate percentage of juveniles under probation supervision among minority youth and an even greater disproportionate percentage of African American youth under probation supervision. The limited scope of this study did not examine ethnic and racial differences, however this points to a need for more in depth studies. There should be similar studies over a longer time period, perhaps over a five year period. Comparing different populations over time would allow an evaluation that might be able to distinguish which variables are most responsible for the results. Studies of other probation/police collaborations would also be beneficial in evaluating the true impact and which factors are most effective. This writer suspects similar disproportionate numbers would be found in other urban areas, and this is a worthy topic to investigate

Surveys conducted with probation officers, police officers and the operations board members were all positive. Information sharing among the partners is valued. Both police and probation officers acknowledge having learned skills from each other that they can use on their job. Both respect each other and believe the program should be expanded to other communities. Both would like to see the shared field activities become part of standard operations.

The Initiative has demonstrated effectiveness in partnering with the police and the schools. Probation officers would not conduct evening field visits to juvenile's homes in Paterson without police because of their concerns for their own safety. The information exchange between probation and police has helped both to gain respect for the other's profession. The partnership fosters intervention when appropriate and enforcement when necessary.

Caution must be used with any probation/police collaborations. Case law has consistently allowed probation officers to monitor probationers by conducting searches as long as they are reasonable for the purpose of ensuring court order compliance and/or for rehabilitative purposes. The court has not expanded the exclusionary rule to include searches by probation or parole because it recognizes the different status of probationers from the average citizen and sees the role of probation officer and parole officer differently than law enforcement officers. This is a fine, but an important distinction. The courts have not indicated that probationers and parolees have given up their fourth amendment rights. All searches and seizures of contraband done without a warrant must be reasonable and done under the supervision of a probation or parole officer. Warrantless searches of probationers or parolees by law enforcement officers are not valid without meeting the tougher standard of probable cause. One would expect that the courts will look closely at the motivation and reason for searches conducted during any probation/police joint field activity should a matter come before the court arising from a probation/police collaboration.

Perhaps the greatest achievement was the opening of communication with parents. Parent/guardians are given greater opportunity to interact with probation officers through the Paterson Juvenile Justice Village Initiative. They are kept advised of their child's probation

adjustment and are made aware of problems the child may be having much sooner. The surveys conducted with 100 parent/guardians showed 96% were in favor of probation making evening and weekend visits to monitor the juveniles and to speak to them. The Paterson Juvenile Justice Village Initiative gives parents the ability to participate and communicate in a way more comfortable to them, in their homes.

Larger numbers of minorities in the criminal justice system suggest a divisiveness that will hinder this society from maximizing its potential. The disproportionate numbers suggest a compelling reason to seek alternatives to current practices. Effective probation supervision programs offer the possibility of reducing the need for more prisons and a chance for inner city youth that come in contact with the criminal justice system to become productive citizens. Probation supervision is an alternative to incarceration that acknowledges value in people. The Paterson Juvenile Justice Village Initiative acknowledges probation's need to get into the community and interact with citizens, juveniles and their families.

The findings are suggestive that a more field-oriented approach to probation supervision is more effective at improving court order compliance and reducing recidivism. A more extensive evaluation of the Village Initiative taking larger samples and comparing results over a longer period of time could better assess factors most impacting the success rates and possibly affirm the positive results. Or, it may point to other variables not taken into account here.

The first page of the reinventing probation council report entitled *Broken Windows Probation: The Next Step in Fighting Crime* states:

Either probation will be at the political and intellectual core of future policy-oriented efforts to promote public safety and offender rehabilitation in America, or it will continue to be widely marginalized, mischaracterized and underfunded. The days of failed low-or no-supervision "fortress probation" can and should give way to a new era of politically and administratively successful "community probation."

Probation services in New Jersey and elsewhere in the country have been seeking ways to improve services to the courts, the community, and probationers. By getting into the community; speaking with parents and juveniles in the evening and on weekends; holding the juveniles accountable; by networking with police and the schools; and by working with community leaders to identify and develop resources for the juveniles; the Paterson Juvenile Justice Village Initiative is providing a model for change.

Postscript

Christopher Norwood in a book published in 1974 wrote, “Paterson may well be the most instructive city in the U.S. for exploring the roots of the American Urban Crisis... It was designed to become the largest and most elegant city in the U.S, a ‘national manufactory’ and a majestic symbol of American power” (29). Instead it is a decaying shell of what once was and could have been. When first founded by Alexander Hamilton in 1792 it was to be an experiment in the creation of a national manufactory that would rival the manufacturing capability of Europe. Hamilton believed that the new country could better guard itself from tyranny through the vigorous support of industry.

Unfortunately for the citizens, Paterson was designed as a corporation and governed by a group of industrialists known as the Society for Establishing Useful Manufacturers (SUM). Virtually no attention was paid to the needs of people living in the city. There was no consideration of their welfare and no attempt to encourage any sense of community. In fact, Patersonians did not have much say in how their community was run until this century. Norwood makes an argument that they did not have any significant input until the 1960’s. What was good for the industrialists in the nineteenth century has left Paterson still seeking, at the end of the twentieth century, a sense of community. Two hundred years after its founding, the city continues to struggle with the disenfranchisement of its populace. Norwood notes that cities in this country’s history have not been embraced and nurtured as cities have in other countries. Additionally, they have struggled with the added responsibility of caring for a large portion of the poor and assimilating the large number of immigrants without proper resources (50). This may explain some of the difficulties the operation’s board of the Paterson Juvenile Justice Village Initiative has engaging the community to find solutions to the problems the youth of

Paterson face. It also illustrates a need for a multidimensional approach to solving the problem of juvenile crime particularly in urban areas. One program can not totally change the behavior of youth in this or any other city.

Appendix I

PATERSON JUVENILE JUSTICE VILLAGE INITIATIVE PROBATION FIELD ACTIVITY SUMMARY JUNE 1998—JUNE 1999

Month	# Activ ities	Home Visits	Curfew Checks	% Home	Street Con tacts	Total Con tacts	Warrnts Executed	Drugs Seized	Weapons Seized
June	6	160	34	50%	46	240	18	0	0
July	5	119	53	60%	41	213	12	0	2
Aug	3	73	35	66%	15	123	5	0	0
Sept	6	143	65	55%	32	240	12	0	1
Oct	6	162	78	66%	30	270	10	0	0
Nov	6	88	40	63%	17	145	11	0	5
Dec	5	78	40	68%	11	129	9	1	0
Jan	9	142	69	80%	18	229	11	1	1
Feb	9	185	80	63%	22	287	8	1	2
March	9	172	88	55%	36	296	13	1	1
April	8	173	77	63%	45	295	10	1	0
May	8	163	75	61%	59	297	22	2	0
June	7	108	51	41%	54	213	17	1	1
Total	87	1766	785	61%	426	2977	158	8	13

Appendix II**Data Collection Sheet**

Researches Initials _____(f,m,l) Date researched _____(mm/dd//yy)

Juvenile's Name (last 10 charec) _____ (first, 6 charec) _____

Date of birth (mm/dd/yy) _____ PJ# _____ Probation # _____
(4 digits, space, 2 digits) (6 digits)

FROM COURT ORDER

Date placed on probation _____ Charge code _____(Most serious, lowest # per code)

Probation conditions ordered: Term _____ Community service hours (cs) _____
(1,2,3 or I (for none noted
or indeterminate noted)

Financial (\$s)

Vccb _____

Restitution _____

Leotef _____

Dedr _____

Lab fee _____

Other _____

FROM F.A.C.T.S**Per first contact:**

School? _____ Job? _____

(y/n) (y/n)

Drug use? _____ Treatment ordered? _____

(y/n) (y/n)

FROM F.A.C.T.S (PROCESS PARTIES)

Previous adjudications (codes, see below) (1) _____ (2) _____ (3) _____

More than 3 (y/n) _____

OFFENSE CODES

Felonies (indictable) (degree)
(ranked 1-5 from most serious and by indictable (A)

Disorderly Persons (nonindictable) (dp/ppdp)
and Disorderly Person (B)

CRIMES AGAINST PERSONS

Aggravated assault/agg sex. Assault/sex. Contact **1A**
Robbery/terr.threats/death

simple assault/lewdness/harrass. **1B**

CRIMES AGAINST PROPERTY

Burglary/tools/stolenveh/theft over\$200/arson/**2A**
Crim mischief>\$500/crim.tresspassdwelling/
Rec.stln>#200

meansofconveyence/theft<\$200/shoplifting/ **2B**
mischief<\$500/tresspassnondwelling/defiant/
conspiracy(involving property)/joyriding

CONTROLLED DANGEROUS SUBSTANCES (CDS)

Possession w/intent/distribution/1,000ft

3A
Weapons

possession/use/conspiracy/influenc**3B**

Possession/use/any
Violation of Probation

4
5 none

Appendix III

SURVEY FOR JUVENILE PROBATIONERS

The Paterson Village Initiative is a special program that teams police and probation officers to visit homes of juvenile probationers and talk to parents and juveniles. Probation officers usually work from 8:30 to 4:30, Monday through Friday. The police officers presence allows probation officers to go to some addresses that may not be safe and allows probation officers to stop and talk to juveniles on the street. We would like your help in determining whether or not we should continue this program.

Each of the statements listed below have five numbers after it.

If you **strongly agree** with the statement, **circle 1.**

If you **somewhat agree**, **circle 2.**

If you have **no opinion or don't know**, **circle 3.**

If you **somewhat disagree**, **circle 4.**

If you **strongly disagree**, **circle 5.**

The probation officers and police are respectful to me and my family when they visit.

Strongly agree	Somewhat agree	Do not know/No opinion	Somewhat disagree	Strongly disagree
1	2	3	4	5

I think it is a good idea for probation officers to visit juvenile probationers' homes in the evening and weekends.

Strongly agree	Somewhat agree	Do not know/No opinion	Somewhat disagree	Strongly disagree
1	2	3	4	5

I am more likely to be home, if I thinks the probation officer may visit.

Strongly agree	Somewhat agree	Do not know/No opinion	Somewhat disagree	Strongly disagree
1	2	3	4	5

I better understand what is expected of me because I can talk to the probation officer when he/she visits.

Strongly agree	Somewhat agree	Do not know/No opinion	Somewhat disagree	Strongly disagree
1	2	3	4	5

The evening visits by the Paterson Village Initiative are helpful to me in controlling my behavior.

Strongly agree	Somewhat agree	Do not know/No opinion	Somewhat disagree	Strongly disagree
1	2	3	4	5

I think it is wrong for probation/police to come into my home in the evening.

Strongly agree	Somewhat agree	Do not know/No opinion	Somewhat disagree	Strongly disagree
1	2	3	4	5

Please write any additional comments below or on the other side of this paper, seal it in the envelope and place it in the bag. All responses are confidential, thus we do not need your name on this survey unless you chose to. Thank you for your help

Appendix IV

SURVEY FOR PARENTS/GUARDIANS

The Paterson Village Initiative is a special program that teams police and probation officers to visit homes of juvenile probationers and talk to parents and juveniles. Probation officers usually work from 8:30 to 4:30, Monday through Friday. The police officers presence allows probation officers to go to some addresses that may not be safe and allows probation officers to stop and talk to juveniles on the street. We would like your help in determining whether or not we should continue this program.

Each of the statements listed below have five numbers after it.

If you **strongly agree** with the statement, **circle 1.**

If you **somewhat agree**, **circle 2.**

If you have **no opinion or don't know**, **circle 3.**

If you **somewhat disagree**, **circle 4.**

If you **strongly disagree**, **circle 5.**

The probation officers and police are respectful to me and my family when they visit.

Strongly agree	Somewhat agree	Do not know/No opinion	Somewhat disagree	Strongly disagree
1	2	3	4	5

I think it is a good idea for probation officers to visit juvenile probationers' homes in the evening and weekends.

Strongly agree	Somewhat agree	Do not know/No opinion	Somewhat disagree	Strongly disagree
1	2	3	4	5

My child is more likely to be home, if he/she thinks the probation officer may visit.

Strongly agree	Somewhat agree	Do not know/No opinion	Somewhat disagree	Strongly disagree
1	2	3	4	5

I better understand what is expected of my child because I can talk to the probation officer when he/she visits.

Strongly agree	Somewhat agree	Do not know/No opinion	Somewhat disagree	Strongly disagree
1	2	3	4	5

The evening visits by the Paterson Village Initiative are helpful to me in controlling my child's behavior.

Strongly agree	Somewhat agree	Do not know/No opinion	Somewhat disagree	Strongly disagree
1	2	3	4	5

I think it is wrong for probation/police to come into my home in the evening.

Strongly agree	Somewhat agree	Do not know/No opinion	Somewhat disagree	Strongly disagree
1	2	3	4	5

Please write any additional comments below or on the other side of this paper, seal it in the envelope and place it in the bag. All responses are confidential, thus we do not need your name on this survey unless you chose to. Thank you for your help.

Appendix V

Encuesta para padres/guardianes

“Paterson Village Initiative” es un programa especial donde un equipo de agentes de la policía y de oficiales de libertad a prueba visitan los hogares de los jóvenes en libertad condicional y hablan con los padres y los jóvenes. Los oficiales a prueba usualmente trabajan de 8:30 AM hasta las 4:30 PM, de lunes a viernes. La presencia de los agentes de la policía les permite a los oficiales de libertad a prueba ir a algunas direcciones que tal vez no serían seguras y les permite detenerse y hablar a los jóvenes en las calles. Nos gustaría su ayuda en determinar si debemos o no continuar con este programa.

Cada declaración enumerada más adelante tiene cinco números después de ellas.

- ◆ Si usted está fuertemente de acuerdo con la declaración, haga un círculo alrededor del número 1.
- ◆ Si usted está algo de acuerdo, haga un círculo alrededor del número 2.
- ◆ Si usted no tiene una opinión o no sabe, haga un círculo alrededor del número 3.
- ◆ Si usted está algo en desacuerdo, haga un círculo alrededor del número 4.
- ◆ Si usted está fuertemente en desacuerdo, haga un círculo alrededor del número 5.

<i>Los oficiales de libertad a prueba y los agentes de la policía son respetuosos hacia mi y mi familia cuando ellos nos visitan.</i>	Fuertemente de Acuerdo 1	Algo de Acuerdo 2	No sè/Sin Opinión 3	Algo en Desacuerdo 4	Fuertemente en Desacuerdo 5
<i>Yo pienso que es una buena idea que los oficiales de libertad a prueba visiten los hogares de los jóvenes en libertad condicional en las noches y en los fines de semana.</i>	Fuertemente de Acuerdo 1	Algo de Acuerdo 2	No sè/Sin Opinión 3	Algo en Desacuerdo 4	Fuertemente en Desacuerdo 5
<i>Es muy probable que mi hijo(a) esté en la casa si el o ella piensan que el oficial de libertad a prueba podría visitarlo(a).</i>	Fuertemente de Acuerdo 1	Algo de Acuerdo 2	No sè/Sin Opinión 3	Algo en Desacuerdo 4	Fuertemente en Desacuerdo 5
<i>Yo entiendo mejor que es lo que se espera de mi hijo(a) porque puedo hablar con el oficial de libertad a prueba cuando el o ella nos visitan.</i>	Fuertemente de Acuerdo 1	Algo de Acuerdo 2	No sè/Sin Opinión 3	Algo en Desacuerdo 4	Fuertemente en Desacuerdo 5
<i>Las visitas en la noche por el “Paterson Village Initiative” me ayudan a controlar la conducta de mi hijo(a).</i>	Fuertemente de Acuerdo 1	Algo de Acuerdo 2	No sè/Sin Opinión 3	Algo en Desacuerdo 4	Fuertemente en Desacuerdo 5
<i>Yo pienso que está mal que los oficiales de libertad a prueba vengan a mi hogar en la noche.</i>	Fuertemente de Acuerdo 1	Algo de Acuerdo 2	No sè/Sin Opinión 3	Algo en Desacuerdo 4	Fuertemente en Desacuerdo 5

Favor de escribir comentarios adicionales aquí debajo o en el otro lado de este papel, sèllelo en el sobre y colóquelo en la bolsa.

Todas las respuestas son confidenciales, a pesar de que no necesitamos su nombre en esta encuesta a menos que usted lo desee.

Muchas gracias por su ayuda.

Appendix VI

For each statement below please circle the number that best describes your belief

1= strongly agree 2= somewhat agree 3= no opinion 4= somewhat disagree 5= strongly disagree

Working with probation in the Paterson Village Initiative has given me a greater appreciation for their job	1	2	3	4	5
I have learned ways to better do my job through my Experiences with the Paterson Village Initiative	1	2	3	4	5
Working with probation in the Paterson Village Initiative has been a positive experience	1	2	3	4	5
The Paterson Village Initiative is a good model For other communities to follow	1	2	3	4	5
The roles of probation and police during the Paterson Village Initiative complement each other	1	2	3	4	5
The field activities of the Paterson Village Initiative has reduced juvenile crime	1	2	3	4	5
The Paterson Village Initiative should be expanded To other communities	1	2	3	4	5
I am comfortable working with probation in the Paterson Village initiative	1	2	3	4	5
The roles of probation and police during the Paterson Village Initiative are confused	1	2	3	4	5
The information received from probation as a result Of the Paterson Village Initiative is helpful	1	2	3	4	5
Probation officers are respectful during street contacts In the Paterson Village Initiative	1	2	3	4	5
There are conflicts in the roles of police and probation	1	2	3	4	5
Probation officers are respectful during arrests in the Paterson Village initiative	1	2	3	4	5
I would be in favor of the Paterson Village initiative Becoming standard operating procedure in my Department	1	2	3	4	5
I mainly work the Paterson Village initiative for the Overtime money	1	2	3	4	5
I believe the Paterson Village Initiative is an effective Method for supervising juvenile probationers	1	2	3	4	5

Appendix VII

For each statement below please circle the number that best describes your belief.

1= strongly agree 2= somewhat agree 3= no opinion 4= somewhat disagree 5= strongly disagree

Working with police in the Paterson Initiative has given me a greater appreciation for their job	1	2	3	4	5
I have learned ways to better do my job through my experiences with the Paterson Village Initiative	1	2	3	4	5
The roles of probation and police during the Paterson Village Initiative complement each other	1	2	3	4	5
Working with the police in the Paterson Village Initiative has been a positive experience	1	2	3	4	5
The Paterson Village Initiative is a good model for other communities to follow	1	2	3	4	5
The field activities of the Paterson Village Initiative has reduced juvenile crime	1	2	3	4	5
The Paterson Village Initiative should be expanded to other communities	1	2	3	4	5
I am comfortable working with police in the Paterson Village initiative	1	2	3	4	5
The roles of probation and police during the Paterson Village Initiative are confused	1	2	3	4	5
The information received from police as a result of the Paterson Village Initiative is helpful	1	2	3	4	5
Police are respectful during street contacts in the Paterson Village Initiative	1	2	3	4	5
Police are respectful during home visits in the Paterson Village Initiative	1	2	3	4	5
Police are respectful during arrests in the Paterson Village initiative	1	2	3	4	5
I would be in favor of the Initiative becoming standard operating procedure in my Department	1	2	3	4	5
I mainly work the Paterson Village initiative for the overtime money	1	2	3	4	5
There are conflicts in the roles of police and probation	1	2	3	4	5
I believe the Paterson Village Initiative is an effective Method for supervising juvenile probationers	1	2	3	4	5

Appendix VIII

Paterson Village Initiative Operations Board Members

The Paterson Village Initiative is conducting an evaluation to measure its effectiveness in reducing juvenile delinquency and its effectiveness in collaborating with the community and other agencies. Please take a few minutes to complete this survey. The survey can be sealed in the envelope to ensure anonymity. Please feel free to write any additional comments or suggestions on the back of the survey. Thank you for your participation on the board and your assistance in this survey.

I understand the Initiative's purpose and goals.

Strongly agree	Somewhat agree	Do not know/No opinion	Somewhat disagree	Strongly disagree
1	2	3	4	5

I believe Initiative evening visits to juveniles' homes are effective in curbing their delinquency.

Strongly agree	Somewhat agree	Do not know/No opinion	Somewhat disagree	Strongly disagree
1	2	3	4	5

The initiative meetings are informative.

Strongly agree	Somewhat agree	Do not know/No opinion	Somewhat disagree	Strongly disagree
1	2	3	4	5

The Initiative's goals are unclear.

Strongly agree	Somewhat agree	Do not know/No opinion	Somewhat disagree	Strongly disagree
1	2	3	4	5

The Initiative meetings have facilitated communication between agencies and organizations.

Strongly agree	Somewhat agree	Do not know/No opinion	Somewhat disagree	Strongly disagree
1	2	3	4	5

The Initiative and its activities are known in my community or where I work.

Strongly agree	Somewhat agree	Do not know/No opinion	Somewhat disagree	Strongly disagree
1	2	3	4	5

Initiative meetings give the community a chance to contribute to the goal of improving the juveniles' life.

Strongly agree	Somewhat agree	Do not know/No opinion	Somewhat disagree	Strongly disagree
1	2	3	4	5

Issues brought forth by board members are listened to and acted upon.

Strongly agree	Somewhat agree	Do not know/No opinion	Somewhat disagree	Strongly disagree
1	2	3	4	5

The Paterson Village Initiative is making Paterson a safer place for the community.

Strongly agree	Somewhat agree	Do not know/No opinion	Somewhat disagree	Strongly disagree
1	2	3	4	5

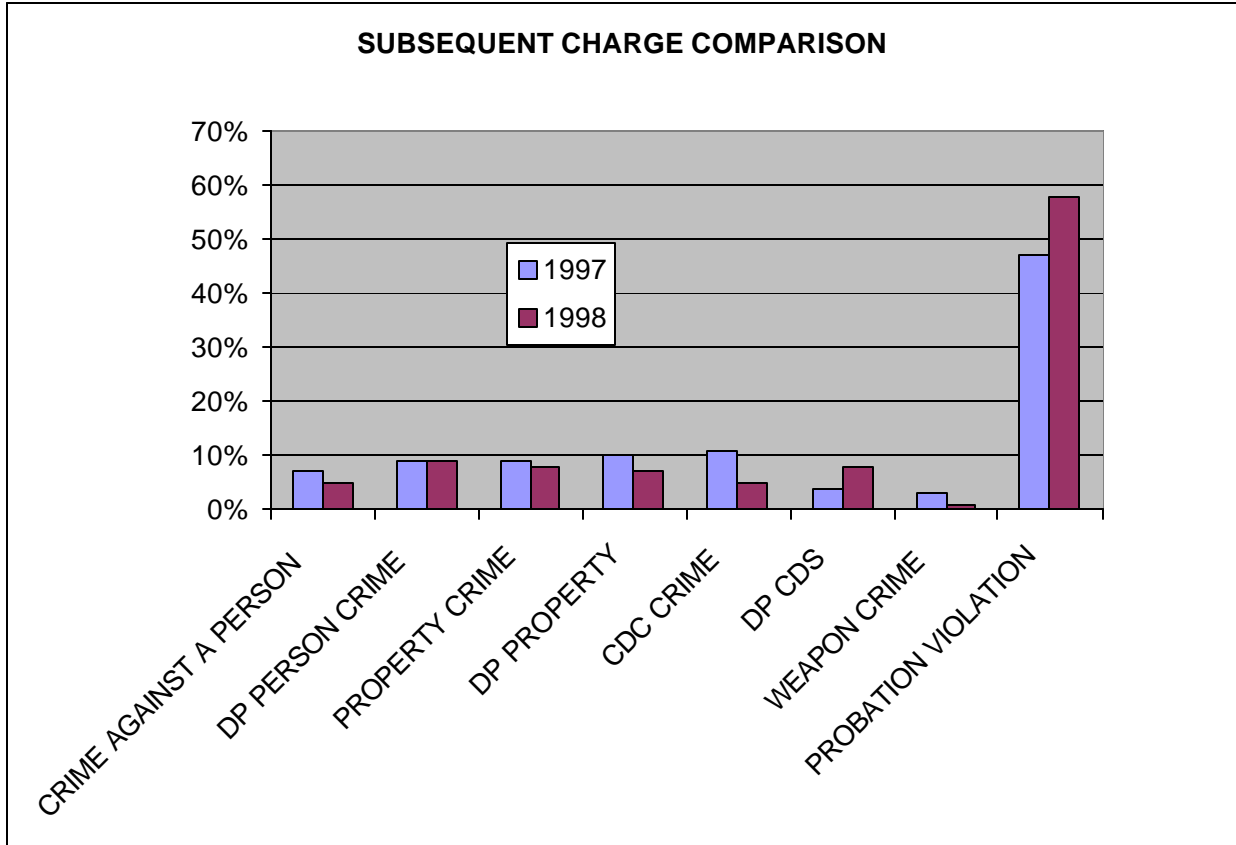
I am concerned that the Initiative evening visits are having a negative effect on the community.

Strongly agree	Somewhat agree	Do not know/No opinion	Somewhat disagree	Strongly disagree
1	2	3	4	5

Appendix IX

Illustration 2

Subsequent charge Comparison of 1997 and 1998



Appendix X

Table 15

Survey For Parents/Guardians Results (100 surveyed)

	Strongly Agree		Somewhat Agree		No opinion/ Don't know		Somewhat Disagree		Strongly Disagree	
	#	%	#	%	#	%	#	%	#	%
Probation officers and police are respectful to me and my family when they visit.	84	84	12	12	1	1	1	1	2	2
I think it is a good idea for probation officers to visit juvenile probationers in the evening and weekends.	85	85	11	11	2	2	1	1	1	1
My child is more likely to be home, if he/she thinks the probation officer may visit.	64	64	17	17	8	8	6	6	5	5
I better understand what is expected of my child because I can talk to the probation officer when he/she visits.	85	85	12	12	1	1	2	2	0	0
The evening visits by the Paterson Village Initiative are helpful to me in controlling my child's behavior.	61	61	25	25	7	7	4	4	3	3
I think it is wrong for probation/police to come into my home in the evening.	16	16	14	14	9	9	10	10	51	51

Table 16

Survey For Juvenile Probationers Results (87 surveyed)

	Strongly Agree		Somewhat Agree		No opinion/ Don't know		Somewhat Disagree		Strongly Disagree	
	#	%	#	%	#	%	#	%	#	%
Probation officers and police are respectful to me and my family when they visit.	73	84	8	9	1	1	2	2	0	0
I think it is a good idea for probation officers to visit juvenile probationers in the evening and weekends.	41	47	19	22	12	14	5	6	10	11
I am more likely to be home, if I think the probation officer may visit.	50	57	16	18	13	15	4	4	4	4
I better understand what is expected of me because I can talk to the probation officer when he/she visits.	70	80	10	11	6	7	1	1	0	0
The evening visits by the Paterson Village Initiative are helpful to me in controlling my behavior.	45	52	19	22	13	15	7	8	3	3
I think it is wrong for probation/police to come into my home in the evening.	13	15	10	11	8	9	18	21	38	44

Appendix XII

Table 18

PATERSON CITY BREAKDOWN BY GENDER AND RACE

CAUCASION	24.5 %
AFRICAN AMERICAN	32.7 %
HISPANIC	40.09 %
OTHER	2.71 %
TOTAL	100 %

Table 19

**PATERSON CITY BREAKDOWN OF PROBATION CASES
BY GENDER AND RACE**

	MALE	FEMALE	TOTAL
CAUCASION	4.5 %	1.19 %	5.24 %
AFRICAN AMERICAN	47.55 %	10.60 %	58.15 %
HISANIC	30.86 %	3.40 %	34.26 %
OTHER	.66 %	00 %	.66 %
UNKNOWN	.93 %	.26 %	1.19 %
TOTAL	84.55 %	15.45 %	100 %

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