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RECIDIVISM FOR OFFENDERS WHO SUCCESSFULLY COMPLETED THE COMMUNITY ALTERNATIVES TO PRISON PROGRAM IN RELATION TO AGE, RACE, AND SUBSTANCE ADDICTION

A Thesis
Presented for the
Master of Science
Degree
The University of Tennessee, Knoxville

Elizabeth L. Howard
August 1997

DEDICATION

This thesis is dedicated to my family:

Mary Henson, Hubert and Blanche Howard,

Jimmie and Marquita Howard,

Michael Howard,

Stephany Smathers, John and Heather Barrett.

ACKNOWLEDGMENTS

I wish to express my gratitude for the guidance, patience, and encouragement of Dr. William Poppen throughout the process of my thesis work. I would also like to thank Dr. Kathleen Davis and Dr. Teresa Hutchens for their recommendations and support. The Community Alternatives to Prison Program has also been very helpful in the completion of my thesis. I would like to particularly thank Linda McLaughlin for all the administrative support and for her patience. Judith Stansberry's support is also appreciated, as is her friendship. My colleagues in the Counseling Psychology program have given me support, encouragement, and friendship.

I would like to give special acknowledgment to my family who has believed in me even when I did not believe in myself. It is difficult to express the gratitude I feel for all my friends and family. They all have contributed to my work with their individual acts of concern, kindness, and love. My mother and father have given me the encouragement and support to continue my education. They always told me that I could accomplish anything if I worked hard. They have modeled the persistence, determination, and love of learning that has been so important to me in graduate school. My friend, Terry, who is my prayer partner and sounding board, has also helped me weather the storms and enjoy the successes of graduate school.

Finally, I would like to thank Stephany, John, and Heather. Each of them has had to compromise, at times, to accommodate tests, deadlines, night classes, and revisions. I want to thank each of them for their love, understanding, and support.

Abstract

The Durational and Recidivism Study conducted by the Tennessee Sentencing Commission and the Tennessee Bureau of Investigation's Statistical Analysis Center (1995) examined the recidivism rates for prisoners released from Tennessee prisons for a period of two years after their release. In response to this study, the administrators of the Community Alternatives to Prison Program (CAPP) were interested in finding the rate of recidivism for the offenders that successfully completed their program. The study included checking for new arrests for two years following successful completion of CAPP. In operation since 1984, CAPP had collected data but it had not been analyzed or used as a part of the program's evaluation.

Prison crowding has necessitated the search for prison alternatives (Gennaro, 1992). The three types of alternatives include boot camps, electronic monitoring, and day reporting (CAPP). However, research supporting the effectiveness of day reporting on the rate of recidivism is limited. More specifically, there is none for CAPP. Factors that have been important predictors in previous studies of recidivism include age, race, and substance addiction. Furthermore, there was a need to determine the relationship between recidivism and age, race, and substance addiction for CAPP-sentenced offenders.

The recidivism rate for CAPP was found to be 5.9%, which is lower than the recidivism rate of 53.5% for offenders released from the Tennessee State prison system. A chi-square analysis was significant, $\chi^2(1, N=3954) = 141.737$, $p = .001$. Due to the small number of CAPP successful completers who committed a crime, no relationship

between recidivism and the identified factors of age, race, and substance addiction was established.

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CHAPTER 1

Introduction

Study of penal systems began in the United States in the 1950's (VonHirsch, 1985). With increasing numbers of criminals being sentenced each year, prisons are overcrowded, and the prison system is under attack by the American public. One of the reasons for this attack is that early release programs designed to make room for more recently sentenced criminals are releasing offenders who have not completed their sentences. By 1989, court orders directed forty-three of fifty states to correct prison overcrowding (Gennaro, 1992). In 1991, 26.2 billion dollars were allocated for prison upkeep, for construction, and for parolee and probation supervision (Welch, 1995). As of 1994, thirty states had introduced "get tough on crime" legislation. With this legislation, offenders with three felony convictions could be sentenced to life imprisonment (Turner, Sundt, Applegate & Cullen, 1995). That is called the "three strikes and you're out" law (Benekos & Merlo, 1995, p. 3). The increase in inmates will necessitate more funding in the coming years. The National Council on Crime and Delinquency estimated that an additional 351 billion dollars would be needed in the coming decade (Benekos & Merlo, 1995).

Recidivism is defined as "a tendency to relapse into a previous condition or mode of behavior; esp: relapse into criminal behavior" (Merriam-Webster, 1993, p. 975). The Tennessee Sentencing Commission and the Tennessee Bureau of Investigation's Statistical Analysis Center completed a study on recidivism in January 1995. This state sponsored study found that the rate of recidivism was fifty-three percent within a two-year period after release from prison. CAPP has been existence for twelve years, and the

rate of recidivism has not been calculated. All offender's court ordered for treatment at the CAPP day reporting center are assessed for eligibility in the program and are returned to prison if their treatment fails. The 1995 Durational & Recidivism study prompted administrators of the Community Alternatives to Prison Program (CAPP) to question their rate of recidivism.

Rationale

Approximately one hundred and sixty offenders have completed their program successfully, yet the rate of recidivism has not been calculated. Simply calculating this rate would allow CAPP to assess how successful they have been in lowering recidivism of felons who successfully complete their program in comparison to those felons who completed their prison sentence. Data in the form of demographics, crimes committed, community service hours completed, wages earned, and restitution has accumulated since CAPP began. As most of our prison systems are already overcrowded, pressure continues to increase to find alternatives that are successful, especially in terms of recidivism as it is recognized as one of the most important factors in program effectiveness (Jackson, DeKeijser, & Michon 1995). CAPP needed to have the collected data organized, analyzed, and described. This task will allow CAPP to compare its data to that of the Tennessee prison system, both of which are involved in the resolution of felon's sentences, albeit in different manners.

Statement of the Problem

The 1995 Durational & Recidivism Study found that 53.5% of the 3,210 offenders studied were either recommitted or rearrested within a two-year period following their release from prison. Presently, CAPP has not established a rate of recidivism for those

who successfully complete the program. Does CAPP have comparable rates of recidivism, higher, or lower than the state prison system?

Successful completers are used in this study, as they are the ones who receive the complete plan of treatment versus those who abscond or are sent back to prison. Jolin & Stipak (1992) used this approach in evaluating the results of logistical regression on recidivism rates in their study on electronic monitoring and drug treatment.

Is CAPP more effective for some offenders than others? Study of other types of incarceration indicate that age, race, and substance addiction are factors in recidivism. The data from CAPP has not been analyzed. CAPP could use the information to assess which groups, if any, benefit most from this alternative to prison.

Hypotheses

The first hypothesis in the study was that the recidivism rate for CAPP was lower than the recidivism rate for the Tennessee prison system as established by the 1995 Durational and Recidivism Study, two-years post release. The second hypothesis was that recidivism of CAPP offenders could be predicted using the independent variables of age, race, and substance addiction.

CHAPTER 2

Review of Related Literature

During the 1950's, public opinion swayed toward an optimism for rehabilitation and reform of those in prisons (Palmer, 1994). The National Academy of Sciences defined rehabilitation as "any planned intervention that reduces an offender's further criminal activity" (Welch, 1995, p. 3). VonHirsch (1985) stated that results of studies focused on rehabilitation begun in the 1950's and 1960's were published in the early 1970's with little evidence to sustain belief that criminals could be reformed. Although early studies that focused on treatment showed a reduction in recidivism rates, control groups with no treatment also showed reduced rates of recidivism. From studies published in the 1970's, it was reported that rehabilitation did little or nothing toward reducing recidivism (Maltz, 1984; Palmer, 1994). Martinson (1974) concluded that with few exceptions, rehabilitation programs up to that point had shown little positive results. This work has become known as the "nothing works report" (Welch, 1995, p. 4).

During the 1980's, various research projects continued with findings supporting treatment for reducing recidivism, with findings refuting that treatment reduced recidivism, or with inconclusive findings (Palmer, 1994). Researchers represented both optimism and pessimism toward reductions of recidivism through various techniques and programs. There has been an anti-rehabilitation stance in the United States that was based on various sociopolitical reasons. One reason was the political attractiveness of getting tough on crime, and another was the public's belief in prisons as the answer to crime. Researchers continued to provide evidence of the success of offender rehabilitation programs (Lawrence, 1991; Corbett & Petersilia, 1994).

The 1990's have seen crime rates, costs for dealing with offenders, and the prison population continuing to rise (Beck, Klein-Saffran & Wooten, 1990; Jolin & Stipak, 1992; Rackmill, 1994; Sigler & Lamb, 1995). Today's public opinion seems to be oriented toward harsher, longer sentences, and generally toward punishment versus rehabilitation. (Quinn & Holman, 1993; Byrne & Taxman, 1994; Corbett & Petersilia, 1994). Public opinion implicitly has supported more prisons and larger police forces as the responsibility of the state as a means of protecting the public (Van Dijk, 1994).

In 1990, over one million adults were incarcerated in prisons or jails (Jolin & Stipak, 1992). Rackmill (1994) reported that prison populations have increased by 150 percent from 1980 to 1991. By 1994, the prison population had risen to 1.3 million, making the United States' incarceration rate of 519 per 100,000 second only to Russia's (Benekos & Merlo, 1995).

Politicians have also found that embracing punishment, while ignoring rehabilitation, is a proven way of gaining voter approval (Lawrence, 1991; Osler, 1991). "The readiness of politicians to increase prison sentences but not allocate sufficient funds either to prisons or community corrections programs, has resulted in overcrowded prisons and overflowing probation caseloads that render meaningful supervision impossible" (Lawrence, 1991, p. 453). The media has also capitalized on the stance of "get tough on crime" by reporting crimes of offenders who are on parole, probation, or furlough from prison. The murders of Polly Klaus and Michael Jordan's father, James Jordan, were two examples of highly publicized cases that heightened the public's fear of victimization (Turner et al., 1995). Rarely are articles on accomplishments of offenders printed or seen as attractive by the media.

One of the results of the prison population explosion is that more alternatives to prison are needed to deal with offenders without endangering the surrounding community (Beck et al., 1990; Burton, Marquart, Cuvelier, Alarid, & Hunter, 1993; Corbett & Petersilia, 1994; Jolin & Stipak, 1992; Sigler & Lamb, 1995). Attorney General William French Smith, in the early 1980's, asked the Justice Department to begin to search for incarceration alternatives (McKinney, 1992). Both the Safe Streets Act and the Omnibus Crime Control Act make funds for community corrections available (Sigler & Lamb, 1995). These alternative solutions to prison include intensive supervision programs, electronic monitoring, house arrest, boot camps, and day-reporting centers (Burton et al., 1993; Corbett & Petersilia, 1994; Jackson, DeKeijser & Michon, 1995). Intensive supervision, house arrest, and electronic monitoring are all related types of alternatives (Beck et al., 1990). House arrest began to be used in the 1970's with juveniles having mandated curfews (Beck et al., 1990). With house arrest the juvenile was not incarcerated but allowed to stay in his/her home. Intensive supervision of adult offenders includes curfews but also more frequent contact with parole officers, unannounced visits to offenders, and a longer time period than is used for regular probation or parole. In the 1980's the equipment and related technology was available to begin using electronic monitoring in addition to intensive supervision. In order to be eligible for these alternatives, offenders must agree to abide by the stipulated conditions. The trend toward addition of conditions in order to obtain release has been used to make offenders more accountable. This trend has also resulted in a high level of technical violations which return the offender to prison or add more conditions to be met in order to be released (Byrne & Taxman, 1994). Implementation of many alternative programs has not

decreased the demands on our prison systems (Jackson et al., 1995). In the next section the three topics to be covered in more detail are boot camps, electronic monitoring, and the CAPP day-reporting center.

Alternatives to Traditional Prison Sentences

Boot Camps. Offered as alternatives to traditional prison sentences, boot camps promise to "provide not only judicial control, rehabilitation, discipline, and a lower recidivism rate" (Osler, 1991, p. 34). Although they may vary in stated purposes, boot camps are used to deal with prison overcrowding. Boot camps, with shorter sentences and lower costs, are a more severe method of punishment than prisons (Morash & Rucker, 1990). Because the public sees boot camps as a severely punitive method of paying for crime, they have received strong political support (Osler, 1991; Polsky & Fast, 1993; Salerno, 1994).

Oklahoma became the first state to operationalize a boot camp facility in October 1983, and was quickly followed by Georgia's opening of a similar facility in December 1983 (Osler, 1991). At 1988's year-end, nine states were operating fifteen boot camps and nine additional states were considering beginning programs with three definitely scheduled to begin the following year (Salerno, 1994).

These facilities and other similar boot camps operate in a military style. The offenders take part in a program that lasts from three to six months and includes hard physical labor, exercise, and classes to facilitate rehabilitation (Morash & Rucker, 1990; Osler, 1991; Salerno, 1994). Morash & Rucker (1990, p. 206) quoted a warden as saying "We're giving an inmate a chance to get out of prison in 90 days instead of seven years. But you're making him work for it...We keep them busy from the time they wake up

until they fall asleep with chores that include such sillinesses as cleaning latrines with a toothbrush."

Osler (1991) posits that rehabilitation can be accomplished either through transference or treatment. The transference model contends that the offender will take the regimented lifestyle of the boot camp with him into his personal life. However, the hard physical labor that constitutes a large part of the punishment and rehabilitation in the boot camp systems has little transferability to contemporary job markets (Morash & Rucker, 1990). The treatment model contends that rehabilitation comes from the addition of therapeutic programs created to address some common problems of offenders such as substance abuse, lack of vocational skills, and others.

Some political advocates of the boot camp approach reflect back to their own experience in military boot camp training that operated on the premise of tearing the individual down in order to rebuild him/her into the individual suitable for military service (Osler, 1991; Salerno, 1994). Osler (1991) includes as examples Connecticut's senator, Frank Barrows, and New York's Mayor, David Dinkens, who believe that the boot camp experience is shocking enough to produce change in an individual and advocate it as an alternative to traditional prison sentencing in order to deter further criminal acts.

Although boot camps have been operational since 1983, research has found little empirical evidence to show that they are working in the stated goals of lowering recidivism or facilitating rehabilitation (Morash & Rucker, 1990; Salerno, 1994). Most studies have focused on the offender's rate of recidivism as the mark of success or failure for these programs. Osler (1991) stated that Oklahoma's boot camp had a rate of

recidivism after twenty-month's of "nearly half" (around 50%) while those who served time in traditional prison had a recidivism rate of only twenty-eight percent. Georgia's rate of recidivism for boot camp offenders was almost as disappointing as Oklahoma's. After a three-year period, "there was little difference" in recidivism rates for traditional incarceration and those who served time in a boot camp (Osler, 1991, p. 38). It seems that overall; the goal of deterrence of crime (recidivism) is not being met through boot camps (Morash & Rucker, 1990; Salerno, 1994). Salerno (1994) reports that the British began using boot camps in 1948; considering their revival, the British completed a study which reported that no recidivism reductions occurred with their use, therefore, they were not re-instituted (Salerno, 1994).

New York officials believe that the failure of boot camps to stem further criminal activity comes from a common element of all boot camps, which is their abrupt end (Osler, 1991). Structured on a military model, boot camps tear individuals down then rebuild them in a manner that is suitable for military service. In reality, boot camp methods tear down the individual and then send the offender back into an environment which is unstructured and has little incentive for continuing behaviors that were rewarded in the boot camp (Olser, 1991). Morash & Rucker (1990, p. 211) report that offenders' MMPI profiles actually suggest that "aggressive, impulsive and energetic features become slightly more prominent" as a result of being in boot camp. Possible negative outcomes of boot camp incarceration are increased aggression, resistance to learning skills, and the devaluation of women (Morash & Rucker, 1990; Keenan, Ruback & Hadley, 1994). Boot camps can not offer the support and/or guaranteed work that the military offers to those who are members of their system. Using statistics from the New

York study, Osler (1991) states that boot camps usually last three to six months and "successful therapy and vocational training require at least nine months to one year of constant supervised effort" (p. 39). If boot camps are to be successful in reducing recidivism, they need to offer bridge services that will continue therapy and/or other rehabilitation services after the offender has returned to the community setting (Osler, 1991; Polsky & Fast, 1993; Salerno, 1994).

Electronic Monitoring. The concept of electronic monitoring of offenders was described in Behavioral Science in 1964 by Schwitzgebel et al. (Beck et al., 1990). The monitoring system was used from 1964 to 1970 monitoring mental patients, volunteers, and parolees (Beck et al., 1990). In 1983, the National Institute of Justice (NIJ) concluded that electronic monitoring was successful and authorized its use as an alternative to prison incarceration based on a study of five offenders in New Mexico (Beck et al., 1990). The NIJ considered equipment operation, legal tenability, and cost reduction in their decision to authorize use of electronic monitoring. By 1988, thirty-three states were using this alternative to prison. February, 1989 saw 6,490 offenders involved in the program, which was more than three times the number being monitored one year earlier. The tremendous increase in use of electronic monitoring meets the political need for policy makers to appear tough toward crime while lowering the numbers of offenders in already overcrowded prisons (Corbett & Petersilia, 1994).

Although escape and recidivism rates have been relatively low, Jolin & Stipak (1992), suggest that these rates may be a result of choosing low-risk offenders for the program. Electronic monitoring alone did not reduce recidivism (Jolin & Stipak, 1992). Programs that included "counseling, employment, restitution, and community service

resulted in lower recidivism rates" (Jolin & Stipak, 1992, p. 159). Corbett & Petersilia (1994) also found that electronic monitoring alone did not lower recidivism, but those programs that offered a significant treatment program did. In the Corbett & Petersilia (1994) study, a control group of offenders on regular probation had recidivism rates that did not differ significantly from those under intensive supervision alone. Considering the review of four hundred forty-three studies that included control groups, sixty-four percent of programs with treatment programs had lower recidivism rates. The average difference in reduction between treatment groups and control groups was ten percent. Benefits of the electronic monitoring programs include "implicit rehabilitative features" such as "they do not subject offenders to the criminologenic influences of a jail or prison, nor do they disrupt family ties, employment, or schooling" (Jolin & Stipak, 1992, p. 159).

Beck et al., (1990) discuss an electronic monitoring program called the "Community Control Project." In this program, approved parolees had their sentence cut short by sixty to one hundred eighty days, in lieu of the same transition period in a halfway house, if they agreed to abide by the curfew imposed on them and were monitored electronically. The cost of this program was fifteen dollars per day compared to thirty dollars per day for costs of halfway house involvement. New parolees were required to remain at home twenty-four hours per day during the first few weeks except for approved absences (e.g. religious services, drug treatment, and medical treatment). After the initial weeks, the parolee could be given recreation leave providing they were meeting all requirements of the program.

Electronic monitoring requires intensive supervision both by the monitoring staff and the parole officers. All information concerning "enters" and "leaves," tamper

signals, power losses, and losses of telephone service is available through the district office computer terminal" (Beck et al., 1990, p. 27). Gowan (1995) reported that the constant beep of the ankle bracket and the knowledge of being monitored had an incredible deterrent effect; yet, Lawrence (1991) purports that this behavior change is only to the extent that the offender perceives a large probability of being caught and punished. If the monitoring staff cannot reach the parolee for any of the above reasons within thirty minutes, the parole officer is contacted (Corbett & Petersilia, 1994). The average number of contacts with the parole officer on the electronic monitoring program averaged four times per month which is more than twice the number of visits of a regular parolee who is not on the electronic monitoring program. The increased supervision, constant surveillance, and the threat of punishment for violations are the elements used to effect behavioral change (Corbett & Petersilia, 1994). If the offenders were placed on regular parole or probation, it was less likely that violations would be unearthed, as there was much less parole/probation officer contact, and no electronic monitoring. Lawrence (1991) views these electronic monitoring parole supervisors as police officers with smaller caseloads whose main objectives are surveillance, enforcing probation conditions, and monitoring. He goes on to state that the "probation officer who believes that a strategy of tough compliance through control and surveillance can effectively change offenders makes a mockery of the justice system" (Lawrence, 1991, p. 455).

Beck et al., (1990) concluded from their study that in order for these programs to work, personal involvement of the supervision parole officer with the parolee is important. They recommended that no parole officer have more than twenty-five parolees under supervision in order to ensure proper supervision, community safety, and

parolee accountability. Electronic monitoring is seen as being at least as restrictive in keeping the offender out of the community as halfway houses.

Corbett & Petersilia (1994) reported the factors that are common in electronic monitoring programs that have shown a reduction in recidivism rates of 10% on the average. These programs lasted three to nine months, and occupied between forty and seventy percent of the offenders' time. They included behavioral programs "that employ modeling cognitive restructuring, and explicit reinforcement of alternatives to antisocial styles of thinking, feeling, and acting" (Corbett & Petersilia, 1994, p. 76). Successful programs target criminogenic needs, which are dynamic risk factors that can be changed such as attitudes toward authority, peers, substance abuse, and employment. They also matched the treatment to the offender. Every offender did not have the same treatment program. Positive reinforcement outweighed punishment by a factor of four. Prosocial behavior was encouraged and antisocial behavior was discouraged. Therapists were trained and properly supervised, in order to treat offenders in a constructive and sensitive manner. Finally, programs that lower recidivism rates disrupt the offender's criminal network.

Community Alternatives to Prison Program (CAPP). The English were the first to use day centers (Junger-Tas, 1994). They were mainly used for offenders age 17-25 years, with the majority of offenders having served a previous prison sentence. About 75% of centers in England reported that their main function was to serve as an alternative to prison, while the remaining day centers reported that reducing recidivism and developing offenders' skills was their main priority (Junger-Tas, 1994). By 1992, the United States had day reporting centers (DRCs) active in six states.

The day reporting center of Knox County, Tennessee is called the Community Alternatives to Prison Program (CAPP). This program has been in existence for twelve years, is funded through grants, and is a part of the Knox County Sheriff's Department. It was one of the first day reporting centers in the United States. Clients are recommended for the program by a judge in the criminal justice system. For each offender, a Tennessee Department of Corrections Division of Community Services Offender Profile Index is completed (Appendix A). This form is used to verify that the offender is prison bound and is not eligible for probation. The felons have committed crimes, have been found guilty, and have been sentenced to prison. The CAPP program is an alternative to the prison sentence for non-violent offenders. Lawrence (1991) argued that community correction programs need to provide advocacy, reintegration into the community, and restitution in order to be successful. CAPP has involved all the above and also has included an element of control, as offenders are required to have face-to-face contact at least one time per week with their case manager. The four or five contacts are equal to that of electronic monitoring contact and are two times that of regular probation or parole as stated by Corbett & Petersilia (1994).

CAPP required that all offenders attend mental health groups and individual counseling. The mental health component offered groups that help offenders deal with anger, guilt, blame, and shame in constructive and socially acceptable manners. They also offered a group that defines self-esteem, its role, and the ways it can be sabotaged. Another group called "Putting It Together" offered short informative seminars on current topics, community opportunities and resources, and socially acceptable recreational activities. Parenting groups are offered for offenders who have children. Relationship

groups are also offered for offenders. Couples counseling is also offered for offenders who are having problems in their personal relationships. Individual counseling (counselor and offender) is another large part of this component. Once assigned to an individual counselor, the offender can work on any personal issues that are of importance. Occasionally, special groups are offered to special segments of CAPP offenders. A doll-making class has been offered to the female CAPP offenders with daughters. The goal for this group has been to model interaction between mothers and daughters and to increase communication. The mental health component serves the advocacy role by referring offenders to local community facilities for more extensive mental health service and/or medication. The mental health component also makes community referrals for help with basics such as food, clothing, electricity, and/or housing.

The vocational component has been required for all offenders. Alienated from their community, most offenders lack job skills, labor credentials, and education that would allow them to be more socially acceptable in the job market (Lawrence, 1991). At CAPP, the vocational component also acted as an advocate for the offender, facilitating referral and acceptance in community jobs. This component has taught offenders the basic skills of completing a job application, interviewing, and basic expectations of employers for employees. This component has used the CAPP Vocational Work History to begin tracking, in detail, the reasons for losing a job, hours worked, pay scale, and contact person used for getting the job. This form has been useful in identifying patterns in behavior that cost an offender his/her job and/or other patterns that could be helpful in retaining work in the future. The form has been updated for each job the offender holds

and includes a personal interview. The objective of the interview has been to provide more detailed information and/or explanation of those items included in the CAPP Vocational Work History form. The vocational component has helped offenders understand the process and necessary requirements of getting their driver's license returned when that option has been available. The objectives of the vocational component are found in Appendix D.

Educational classes have also been required if the offender does not have a high school diploma or a GED. This educational component has offered remedial help in educational basics, designed to facilitate the offender in obtaining his/her GED. Some offenders have been illiterate and several methods could be used to improve reading skills necessary for everyday functioning. Education has offered basic classes such as budgeting and elements of obtaining a checking account. CAPP also has offered Law Related Education (LRE) which is designed to help the offender understand laws, their rationale, and the judicial system. The basic components of LRE have been consumer, housing, family, and employment laws (Appendix E). This sixteen-week group has been intended to increase understanding and therefore compliance with the law. Lawrence (1991) included the following quote in his article which examined community correctional models: "The few minutes in court with procedures and terms which few offenders even understand makes little impression on them." (p. 459). Education has also supported a CAPP store in which the offenders were responsible for sales, stocking inventory, and cash receipts. The offender's roles in the CAPP store were rotated, thereby giving the opportunity to experience the responsibility for each of the positions. The store was closed in January 1996, due to insufficient staff for supervision. Education

has also promoted field trips for offenders who are completing all program requirements. These were used to expose the offenders to cultural/community events that may have helped them blend in with the community in socially acceptable ways. Examples of Education sponsored field trips have been museums, plays, horseback riding, picnics, and bowling. Education also has had an advocacy role that has helped the offender with the requirements required to register for and take the GED exam and to improve their basic educational skills.

Offenders have also been required to attend alcohol and drug groups if their initial test results show them to be drug addicted. The Alcohol & Drug (A&D) component used the Substance Abuse Subtle Screening Inventory (SASSI), and the CAPP A&D Questionnaire to assess offender substance addiction (Miller, 1983). The A&D component has offered three levels of groups for offenders. The first has been the Alcohol and Drug group that taught the basics of addiction and the physiological effect of abuse of a variety of commonly abused substances. The second group has been the Relapse Prevention Group that concentrated on four basic areas: self-assessment, identification of relapse warning signs, warning sign management, and recovery planning. The third phase has been the Alcohol and Drug support group. It has been required for graduates of the first two groups, and lasted until the offender leaves CAPP. This group was designed to offer support to offenders in the struggles and triumphs of addiction recovery. The A&D component has also used unannounced drug testing for all offenders. This has been to assure compliance with the law in addition to A&D treatment for those whose tests indicated it necessary. The A&D component has also provided

advocacy services in the form of referrals for more extensive A&D treatment within the community.

CAPP basically required the same treatment components for offenders that the prisons do, with the added benefits to society such as payment of court costs and restitution. The CAPP offenders have completed 85,431 hours of community service since November 1986. In 1992, they instituted a recycling program that has given 11,245.00 dollars to the Ronald McDonald House in Knoxville. Lawrence (1991) reported that change occurs in offenders who are involved in programs that offer treatment, require community service and restitution, thereby meeting community corrections objectives.

One of the biggest identified differences in CAPP and other alternatives is the cost to the taxpayers and the government. The cost for involvement in CAPP is 5.00 dollars per day, compared with 60.00 per day for incarceration in the Tennessee prison system. Of course there are considerations other than cost that preclude felons being placed with CAPP. The CAPP program was designed for non-violent offenders, those who would not pose a threat to the community of which they remain a part. The Tennessee Department of Corrections' mission statement is as follows: "With safety of the public, employees and offenders as our top priority, our correctional practices which contribute to the effectiveness of the criminal justice system" (Tennessee Department of Correction, 1995, p. 15). CAPP is meeting this challenge in many ways, but cannot use a recidivism rate in citing goals attained and comparison with other types of incarceration alternatives.

Factors Related to Recidivism

Age. Offenders' age was found to correlate negatively with recidivism in the study done by the Tennessee Sentencing Commission and the Tennessee Bureau of Investigation's Statistical Analysis Center (1995). Those offenders, released from prison, age twenty-one and younger had the highest rate of recidivism (68%) in the state of Tennessee as indicated by the Durational and Recidivism Study (1995). Spelman's (1994) data supported that age is an important indicator of recidivism rates. He stated that by the age of twenty-five, the offender had established whether he/she is a career criminal, which excludes those who may have committed a crime but have not returned to it as a way of life. The offenders who are still involved in criminal activity past the age of twenty-five are more likely to continue throughout their thirties with criminal behavior. Jolin & Stipak (1992) also related younger ages to higher rates of recidivism.

Race. Wooldredge, Hartman, Latessa, & Holmes (1994) examined a program that targeted a group of Black males for reduction of recidivism, but found that completion of the program did no more to reduce recidivism than did regular probation. They found that African- American males had the highest rates of recidivism in the city of Cincinnati. Byrne & Taxman (1994) stated that per 100,000, African-American males are seven times more likely to be in prison in the United States than are Caucasian males. Byrne & Taxman (1994) also stated that a disproportionate number of offenders behind bars are African-American, and he emphasized this as a fact of life in the United States. Benekos & Merlo (1995) reported that there were more African-American males incarcerated than are enrolled in higher education institutions. While the incarceration rate for Caucasians is 306 per 100,000, it is 1947 per 100,000 for African-Americans in the United States (Benekos & Merlo, 1995). The Durational and Recidivism Study

(1995) in Tennessee also found that African-American offenders had a slightly higher rate of recidivism (58.9%) than did Caucasian offenders (47.8%).

Substance Addiction. The Durational and Recidivism Study (1995) did not address the issue of substance addiction in relation to recidivism, other than stating that Class C offenders were second only to Class D offenders to recommit a crime. Class C offenses included possession of cocaine and selling cocaine, whereas, Class D offenses included burglary, larceny, and various other charges. The theme of substance addiction could be an underlying factor in any class of offense if the offender was addicted but not charged with a substance abuse related offense. Lawrence (1991) identified substance abuse as one of the most related factors in recidivism. Jolin & Stipak (1992) also reported a close link between crime and drug abuse, and admonished programs to remember that drug-addicted offenders usually have a myriad of problems other than the obvious ones with the justice system and addiction. However, programs that targeted substance abuse and addiction for treatment showed lower rates of recidivism than programs that provided supervision only (Jolin & Stipak, 1992; Byrne & Brewster, 1993; Kinkade & Jenkins, 1994; VanStelle, Mauser, & Moberg, 1994).

CHAPTER 3

Methods

Selection of Offenders for CAPP

In order to take part in CAPP, offenders must be recommended by a judge in Knox County. The offenders are interviewed by CAPP staff while incarcerated. CAPP must then make a report to the court and submit an individualized treatment plan for each offender. CAPP has the right to recommend that any particular offender not be placed on their program but the presiding judge makes the decision concerning placement. In the past, CAPP has recommended that pregnant offenders who are addicted not be placed on their program until after the birth of the child.

Once the decision has been made concerning placement, offenders must agree to Conditions of CAPP (Appendix C), to complete community service requirements, and to payment of a monthly fee. In addition to these conditions, the offender must waive his/her right to any type of sentence reduction if he/she is revoked on CAPP and must return to prison. Offenders do have the option to remain in prison to complete their sentence.

The Offender Profile Index (Appendix A) must be completed for each offender. The Offender Profile Index has been used by Tennessee to corroborate that CAPP has been serving the offenders that the state's grants intended.

Research Participants

There were one hundred sixty-one offenders who had successfully completed the CAPP and had completed a two-year period of observation following the program. Of the successful completers, 74% were Caucasian, 26% were African-American. Males

accounted for 71%; females, for 29% of successful completers. The average age for males was 34 years, while the female average age was 33 years. The number of previous offenses ranged from 0 to 82, with a mean of 10 offenses. Education for this group of offenders ranged from 0-16 years. Average length of time served at CAPP was 23 months, as shown in Table 1. The range of time served was 2-62 months.

Procedures

Data Collection. The researcher was required to obtain permission from the Department of Corrections, CAPP, and the University of Tennessee in order to use the data from the CAPP files and to gain access to the Tennessee Offender Management Information System (TOMIS). The participants for this study were chosen on the basis of successful completion of the CAPP program. Their data were collected from confidential CAPP files, based on termination records designating the termination as successful, transferred out, or unsuccessful. "Successful completion" for this study was defined as an offender completing her/his sentence, community service and restitution, and/or being court-ordered for release. Data on file with TOMIS were used to differentiate offenders who had been rearrested within two years of successfully completing CAPP from those who had not been rearrested within two years. The two-year period was chosen in order to compare results of this study to the 1995 Durational and Recidivism Study that also used two years as the time they checked for recidivism of offenders. Confidentiality of CAPP offenders was guaranteed because only numbers assigned by the researcher were used in data collection. Offenders were not referenced by name or case number.

Data Analysis. The researcher collected, organized, and analyzed CAPP's collected data in order to describe the findings in relation to 1995 Durational and

Table 1

Mean Number of Months Served in CAPP by Offenders Who Did Not Commit Additional Crimes and by Offenders Who Did Commit Additional Crimes

	Caucasian	African-American
Sex		
Male		
No Crime	23.0	20.0
Additional Crime	16.0	14.5
Female		
No Crime	23.0	28.0
Additional Crime	0	0

Recidivism Study. Of particular interest were the relationships between the rate of recidivism and age, race, and substance addiction. The rate of recidivism was calculated by obtaining the number of offenders that had been rearrested divided by the total number of offenders who had successfully completed CAPP. This rate reflected the total recidivism rate for CAPP. Chi-square analysis was used to test the rates of recidivism for CAPP and the State of Tennessee rate of recidivism as stated by the 1995 Durational and Recidivism Study for significant difference. Multiple logistic regression analysis was used to examine the effects on the independent variables of age, race, alcohol addiction, and substance addiction, on the dependent variable, recidivism.

CHAPTER 4

Results

Recidivism Rate

Jackson et. al., (1995) reported that recidivism was the most frequently used indicator of a program's effectiveness. Palmer (1994) noted that reductions in the recidivism rate of seventeen to twenty-two percent were considered positive outcome treatment programs, as compared to programs with no treatment. Corbett & Petersilia (1994) reported results of a review of four hundred forty-three studies of electronic monitoring that involved treatment groups compared to control groups and found recidivism reductions of ten to eighteen percent. Although the Tennessee prison system offered treatment to felons, it is of a limited capacity in relation to the number of offenders (Table 2). For example, CAPP provided mental health services to all offenders; whereas, the Tennessee prison only offered mental health services to 2.3 percent of all inmates.

Of the one hundred sixty-one successful offenders who were participants in this study, only nine reoffended in the designated two-year period after completion of CAPP. This is a 5.9% rate of recidivism for those offenders who successfully completed the program. In Tennessee, the recidivism rate for offenders released from prison is 53.5% for a two-year, post-release time period.

Chi-square analysis. Chi-square analysis was used to test for independence in CAPP's rate of recidivism and that of the Tennessee prison's rate of recidivism. The chi-square analysis showed that the difference in the 5.9% CAPP recidivism rate and the

Table 2

Tennessee Prison Statistics Compared to CAPP

	Prison	CAPP
Budget Demands TDOC	84%	7%
Court Costs Paid	$ 0	$ 128,358.00
Restitution Paid	$ 0	$ 47,358.00
Comm. Service Hrs.	0	85,431
Total Wages Earned	0	$ 2,831,184.00
Provides Offender Services for:		
Mental Health	2.3%	100%
Vocational	0%	100%
Education	83%	100%
Substance Abuse	12%	100%
Sex Offenders	1%	0
Cost per Day:	$60.00	$5.00
Recidivism Rate:	53.5%	5.9%

53.5% Tennessee prison recidivism rate was statistically significant, $\chi^2(1, N=3954) = 141.737$, $p = .001$ as shown in Table 3. Therefore, hypothesis one was accepted that the recidivism rate for CAPP was lower than the recidivism rate for the Tennessee prison system two-year post release.

Multiple logistic regression analysis. Multiple logistic regression was used to predict recidivism using the independent variables of age, race, and substance addiction. Both backward and forward selection was used and neither provided adequate information to explain variation in recidivism based on the independent variables. All variables were removed both in backward and forward regression models. Because of the imbalance in the data (152 felons who did not reoffend, and 9 felons who did reoffend), the regression analysis was invalidated. This does not necessarily indicate that the independent variables are poor predictors of recidivism, but that there were not enough offenders in this sample who committed an additional crime to investigate any possible relationship between the independent variables and the dependent variable. Therefore, the researcher was unable to draw any conclusions on the data relating to prediction of recidivism using the stated independent variables.

Independent Variables

Age. As mentioned in the literature review, the Durational and Recidivism Study (1995) found that offenders age 21 or younger had the highest rates of recidivism (68.2%). Spelman (1994) agreed that age is an important element of recidivism, but he used age 25 as the delineation for career offender. CAPP's successful completers average age was 34 years for males and 33 years for females. Both sexes' mean ages are

Table 3

Observed and Expected Frequencies of Recidivism with χ^2 Value

	No Crime Committed	Crime Committed	Total
CAPP Obs.	152	9	161
CAPP Exp.	78	83	
TN Prison Obs.	1765	2028	3793
TN Prison Exp.	1839	1954	
χ^2			141.737*

df = 1

* p. = .001

above the ages identified as having the highest recidivism rates by Spelman (1994) and the Durational and Recidivism Study (1995).

Race. In this study, 74% of successful CAPP completers were Caucasian and 25% were African-American. Although the results of this study identified a higher percentage of Caucasian offenders completing CAPP and not committing a crime within the two year observation period, 56% of those who did commit a crime within the two year period were Caucasian. The researcher did not know if the success rates reflect total intake percentages, race distribution at CAPP, or if it is indicative of the program working better for one race as compared to another.

Wooldredge et al., (1994) identified African-American males as having the highest rates of recidivism in Cincinnati. The Durational and Recidivism Study (1995) also found African-American males having slightly higher rates of recidivism (58.6%) than did Caucasian offenders (47.8%). In this study, 56% of the nine offenders who did commit a crime within the two year period after completion of CAPP were Caucasian and 44% were African-American. Because of the disproportionately small number of successful completers who committed a crime, it could not be determined if higher rates of recidivism were race related.

Substance Addiction. Of the one hundred sixty-one successful completers, only thirty-one were not addicted to alcohol, drugs, or dual addicted. Both Jolin & Stipak (1992) and Lawrence (1991) identified substance abuse and addiction as factors in recidivism. Several studies have shown that programs that target substance addiction for treatment had lower rates of recidivism (Jolin & Stipak, 1992; Byrne & Brewster, 1993; Kinkade & Jenkins, 1994; VanStelle, Mauser, & Moberg, 1994). CAPP offered

treatment for those offenders whose test results indicated addiction, which included 81% of all successful offenders. CAPP also provided referrals to those offenders who have needed more intensive treatment than was offered in their program.

Time Served. The mean length of time served for all successful completers of CAPP was 23 months. Osler (1991) reported that the three to six months required of boot camp participants may be one of the reasons they are not successful in reducing recidivism. He stated further that "successful therapy and vocational training require at least nine months to one year of constant supervised effort" (Osler, 1991, p. 39). Bridge services were recommended which continued therapy and other rehabilitation services after the offender has returned to the community setting (Osler, 1991, Polsky & Fast, 1993, Salerno, 1994). CAPP offers all its services while the offender is living and working within the community. The mean length of time served on CAPP is well above the nine months to one year suggested by Osler (1991) as being the minimum time necessary to make the therapeutic/rehabilitative lifestyle changes that reduce recidivism of offenders.

CHAPTER 5

Discussion

Conclusions from the Study

The CAPP recidivism rate is 5.9%. The Tennessee prison system has a 53.5% rate of recidivism as per the Durational and Recidivism Study (1995) for the same post-release period of two years. This study used only those offenders who successfully completed CAPP, which consists of Mental Health, Vocational, Educational, and Alcohol & Drug components. Results of the chi-square analysis were significantly different for the CAPP recidivism rate and that of the Tennessee prison system. The difference was significant at the .01 level.

As a result of the small proportion of successful completers who committed a crime within two years of CAPP completion, the hypothesis concerning prediction of recidivism using the independent variables of age, race, and substance abuse was rejected. Although multiple logistic regression analysis was used, the imbalanced data did not provide adequate information for the analysis to be viable.

Recommendations for Research

Many of the components necessary for success in reducing recidivism, as cited in this study, are in place at CAPP. The mean age of both male and female offenders was above the ages recognized as having had the highest rates of recidivism (Spelman, 1994; Durational & Recidivism Study, 1995). The majority of successful offenders were Caucasian. Both Wooldredge et al. (1994) and the Durational and Recidivism Study (1995) identified African-Americans as having higher rates of recidivism. Previous studies stated that programs that target substance addiction for treatment have lower rates

of recidivism (Jolin & Stipak, 1992; Byrne & Brewster, 1993; Kinkade & Jenkins, 1994; VanStelle, Mauser, & Moberg, 1994). Although 81% of successful CAPP offenders were addicted to alcohol, drugs, or addicted to both, only 9 of the 161 offenders who successfully completed CAPP committed another crime within two years of completion. CAPP continues substance abuse treatment for the entire length of time the offender is on the program. What impact is CAPP having on substance addicted offenders? Perhaps the length of time served coupled with treatment addressing substance addiction is facilitating lifestyle changes in CAPP completers. As substance addiction is highly correlated to recidivism, this is an area that warrants further study. Jolin & Stipak (1992) encouraged programs to keep in mind that substance addicted offenders usually have many problems in addition to those with the justice system and addiction. CAPP works on problems such as those of finding a job, reapplying for drivers license, understanding laws in relation to everyday life, controlling anger, improving self-esteem, attaining education, as well as the obvious problems that accompany addiction. In addition, all CAPP components offer advocate services which may help an offender solve basic problems that may not be related to their offender status as much as their lack of knowledge of availability of community resources.

Further study could include comparing CAPP data with similar day-reporting centers in the state of Tennessee in order to analyze the importance of the independent variables on recidivism. The current study was unable to achieve that goal and a larger pool of offenders who committed crimes during the two-year period could make statistical analysis possible.

Using data already gathered to compare CAPP's successful completers with the sample drawn for the Durational and Recidivism Study (1995) which had a much higher rate of recidivism may have merit. Such a study could examine the possibility of matching offenders on the independent variables of age, race, and substance addiction status to determine if recidivism rate were significantly different when all other variables were similar.

A more extensive study including all offenders who were court ordered to the program is recommended. A comparison between successful completers and those assigned to CAPP who do not complete the program might reveal differences between the groups. As a result of this study, one could expect that those offenders who do not successfully complete this program to be younger, African-American, and substance addicted. CAPP has a requirement of employment, or involvement in the Vocational component with a large portion of time spent at CAPP during the work day. Past work experience could also be a factor affecting of an offender's chance of success at CAPP, with those who have previously held jobs having an advantage over those who did not have jobs, or over those whose jobs were illegal.

Implications for CAPP

CAPP has been in existence since 1984, but the collected data in the form of demographics, crimes committed, community service hours completed, wages earned, and restitution has not been disseminated. Sigler & Lamb (1995) found when assessing the public's view of community alternative to prison that programs must be accountable to the community in order to be successful. Community alternatives also must have justice system and community support. Sigler & Lamb (1995) also advocated

community education as an important part of maintaining community alternatives to prison. Table 3 compares the Tennessee prison data to CAPP's data.

CAPP regularly supports the local Ronald McDonald house with their recycling program. The offenders sentenced to CAPP also pay restitution to victims, take part in community service in varying roles, and earn wages in community jobs. Making public the contributions to the community by publicizing the amounts of court costs paid, community service hours rendered, and total wages earned by CAPP sentenced offenders could positively effect the community perceptions of the program as suggested by Sigler & Lamb (1995). Publicity concerning the positive impact CAPP has on the community could be instrumental gaining larger community support. CAPP's recidivism rate of 5.9% can now be used as another tool in convincing both the justice system and the citizens that it is a contributing part of the community within which it exists. Equally important is reporting how successful the CAPP treatment has been with those felons who are addicted to drugs or alcohol.

Limitations of the Study

One of the major limitations of this study is that the offenders who complete prison and those who complete CAPP are not equivalent groups due to special selection. Not all offenders who go to prison have the opportunity to participate in CAPP. In order to study recidivism rates due to the program another study would have to be completed. A pool of offenders who were qualified for CAPP could be randomly assigned either to prison or CAPP. In this case, any differences in recidivism would be due to the program effect and not to other extraneous differences.

Another limitation of this study was the small number of offenders who completed CAPP and committed a crime within the two-year study period. With only nine offenders who committed a crime after CAPP completion and within the two-year period, study of independent variables of age, race, and substance addiction was not possible.

Conclusion

As our country faces more challenging demands to reduce crime, our legislators continue to sell the public quick fixes that keep offenders in prison longer, cost a tremendous amount of money, and do not reduce the rate of crime at all. "The public doesn't rely on statistics to generate their perception of the level of crime. People's perceptions are based on what they see and hear going on around them" (Benekos & Merlo, 1995, p. 4). The public wants crime reduced, because our prison systems do not seem to be doing a satisfactory job in this regard. In Tennessee, 53.5% of offenders commit another crime within a two-year period of prison release. Legislators continue to introduce bills to fund more prisons, anti-crime actions, and police officers. The Community Alternatives to Prison Program is meeting the public's demand for reducing the number of additional crimes committed by offenders, while contributing to the economy, the community, and the individual offender's ability to be a productive part of our society. CAPP's rate of recidivism can now be used as another tool in acquiring continued or expanded funding. It appears that CAPP is also meeting the Tennessee Department of Corrections mission statement goals of safely supervising offenders with both lower costs, and rates of recidivism.

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APPENDICES

Appendix A
Offender Profile Index

TENNESSEE DEPARTMENT OF CORRECTION
DIVISION OF COMMUNITY SERVICES
OFFENDER PROFILE INDEX

Agency _____ Date _____

Offender Name _____

CATEGORY	NUMBER	VALUE	SCORE
Total Prior Felony Conviction	_____	= > = 1	_____
Total Prior Felony Incarceration	_____	= > = 1	_____
Total Juvenile Convictions	_____	= > = 1	_____
Substance Abuse History	_____	Yes = 1	_____
Sex / Violent Offense	_____	Yes = 1	_____
Unemployed At Admission	_____	Yes = 1	_____
Sentence Length	_____	2921+ days = 2	_____
	_____	731- 2920 days = 1	_____
	_____	730 days less = 0	_____
		CALCULATED OPI SCORES	_____

Verified By: (check one) Report on TOMIS ____ Arrest report attached _____

OPI OVERRIDE SCORE

	YES	NO
Probation Revocation	_____	_____
Judicial Release From Jail	_____	_____
Non - Suspendable Sentence	_____	_____

If Yes To Any Of The Above, Award 3 Points Maximum.

OVERRIDE SCORE _____

NOTE: If OPI Override Is Higher Than OPI, Use Override.

FINAL OPI SCORE _____

JULY'95

Appendix B
CAPP Intake Package



KNOX COUNTY SHERIFF'S DEPARTMENT

COMMUNITY ALTERNATIVES TO PRISON PROGRAM

TIM HUTCHISON
Sheriff

DATE: _____

TO: RECORDS, KCSD

FROM: COMMUNITY ALTERNATIVES TO PRISON PROGRAM_____

PLEASE RUN KNOXVILLE/KNOX COUNTY JUSTICE INFORMATION SYSTEM REQUESTS 575 AND 580 (ARREST AND DISPOSITION) REPORTS FOR THE FOLLOWING:

NAME: _____ DOB: _____

SS#: _____ SPN #: _____

NAME: _____ DOB: _____

SS#: _____ SPN #: _____

NAME: _____ DOB: _____

SS#: _____ SPN #: _____

NAME: _____ DOB: _____

SS#: _____ SPN #: _____

1209 Euclid Avenue • Knoxville, TN 37921-6732 • 423-594-1138 • Fax: 423-594-1139

COURT REPORT INFORMATION

NAME_____DIVISION_____COURTDATE_____

ALIAS_____REFDATE_____

DOB_____SS_____SPN_____

RACE_____SEX_____TOMIS_____

ATTORNEY_____

DOCKET_____

CHARGE_____

DOA_____ JUDGEMENT DATE_____

VICTIM/INFO_____

_____

DOCKET_____

CHARGE_____

DOA_____ JUDGEMENT DATE_____

VICTIM/INFO_____

_____

DOCKET_____

CHARGE_____

DOA_____ JUDGEMENT DATE_____

VICTIM/INFO_____

_____

DOCKET_____

CHARGE_____

DOA_____ JUDGEMENT DATE_____

VICTIM/INFO_____

_____

DATE_____ **CLIENT INFORMATION SHEET**

CLIENT:_____COURT DATE_____INTAKE _____

ADDRESS_____

_____

TELEPHONE_____TOMIS_____

EMERGENCY CONTACT NAME/NUMBER_____

DATE OF BIRTH_____SOC SEC_____HEIGHT_____WEIGHT_____

MARITAL STATUS_____RACE_____SEX_____EYES_____HAIR_____

COURT_____ATTY_____SENTENCE___x 365 =_____

OFFENSE(S)_____

_____

OFFENSE CODE_____PROBATION REVOCATION?____PROBATION OFFICER_____

DOCKETS_____

PRIOR FELONIES_____# FELONY INCARCERATIONS_____# JUV. FELONIES_____

DRIVER'S LICENSE ?_____LICENSE NUMBER_____VALID?_____

GRADE COMPLETED_____WHERE/WHEN?_____

DRUG ABUSE?_____ALCOHOL ABUSE?_____TREATMENT?_____

TREATMENT COMPLETED? WHERE?_____

MEDICAL HISTORY_____

PHYSICIAN_____

EMPLOYER/HOURS WORKING_____

_____

FAMILY/NAME/RELATIONSHIP

_____

_____

NOTES_____

CLIENT SIGNATURE_____STAFF SIGNATURE_____

CHECK LIST: ASSESSMENT APPT [ ] TOMIS ENTRIES [ ] RECORDS REQUESTED [ ]
COURT FILE RECORD CHECK [ ] PSR (IF APPL) [ ]



KNOX COUNTY SHERIFF'S DEPARTMENT

COMMUNITY ALTERNATIVES TO PRISON PROGRAM

TIM HUTCHISON
Sheriff

GENERAL FUND FEE EXEMPTION
($30.00)

DATE_____ CASE MANAGER_____

NAME_____ TOMIS_____

INTAKE DATE_____ SENTENCE_____

NUMBER IN HOUSEHOLD_____ INCOME LEVEL_____

MONTH	SISS	MEDI	INCA	EXCO	IBPL	UNEM	CORD

(DOCUMENTATION/PROOF MUST BE PROVIDED FOR CASE FILE)

SISS - SOLE INCOME FROM SOCIAL SECURITY OR WELFARE
MEDI - MEDICAL EXPENSES EXCEEDING 25% OF GROSS INCOME
INCA - PHYSICALLY OR MENTALLY INCAPABLE OF WORKING
EXCO - COURT OBLIGATED EXPENSES EXCEED 25% OF GROSS INCOME
(CHILD SUPPORT, RESTITUTION, COSTS, FINES, ETC)
IBPL - INCOME BELOW POVERTY LEVEL
UNEM - UNEMPLOYED (EXEMPT ONLY ONE MONTH AT A TIME)
CORD - WARRANT, JUDICIAL EXEMPTION, COURT RESOLVED VIOLATION

OFFENDER SIGNATURE_____

PROGRAM MANAGER SIGNATURE_____

1209 Euclid Avenue • Knoxville, TN 37921-6732 • 423-594-1138 • Fax: 423-594-1139

KNOX COUNTY SHERIFF'S DEPARTMENT
COMMUNITY ALTERNATIVES TO PRISON PROGRAM

TIM HUTCHISON
Sheriff

TO: All CAPP Participants

FROM: Linda P. McLaughlin
Program Manager

SUBJECT: Monthly Fees

The Tennessee State Legislature passed a bill effective July 1, 1990 which continued funding of community corrections. Part of that bill was the creation of a monthly fee which all offenders must pay. This fee is due the first day of each month.

I have been advised of this fee and understand I must pay each month on the first day of the month.

_____
Client

_____
Date

1209 Euclid Avenue • Knoxville, TN 37921-6732 • 423-594-1138 • Fax: 423-594-1139

IN THE CRIMINAL COURTS
FOR KNOX COUNTY, TENNESSEE

FILED
BY MARTHA PHILLIPS, CLERK

AUG 6 1996

KNOX COUNTY CRIMINAL COURT

ORDER

Any prisoner who has been allowed to serve a sentence on any type of probation and is thereafter revoked and ordered to serve the sentence in confinement shall not be allowed sentence reduction by any program including trusty status or good time credit.

ENTER this 6th day of August, 1996.

RICHARD R. BAUMGARTNER, JUDGE
DIVISION I

RAY L. JENKINS, JUDGE
DIVISION II

MARY BETH LEIBOWITZ, JUDGE
DIVISION III

I HAVE BEEN ADVISED OF THE ABOVE CRIMINAL COURT ORDER.

Client Date

Witness

COMMUNITY ALTERNATIVES TO PRISON PROGRAM

NOTIFICATION OF RIGHT TO EQUAL ACCESS TO PROGRAMS

It is the policy of the Community Alternatives to Prison Program (CAPP), that no offender committed to CAPP supervision be denied any services offered by the CAP Program, for reason of sex, race, color, creed or national origin. If you feel you have been discriminated against by having been denied admission to any program for any of these reasons, you have the right to file a complaint in writing. To file such a complaint, you should do the following:

1) Talk with your Case Manager first. It may be possible to resolve your complaint by doing this, without going further.
2) If you wish to continue with the matter after talking with your Case Manager, ask him/her to assist you in filing a grievance as specified in Policy 5.08.
3) If you follow steps 1 and 2, and are not granted a hearing on your complaint, you may file a complaint in writing with the following agency:

   Office of Civil Rights
   Department of Health, Education and Welfare
   50 Seventh Street, NE
   Atlanta, GA

Remember, you should file a complaint under this procedure only if you feel you have been denied access to any service offered by CAPP because of your sex, race, creed or national origin.

GRIEVANCE PROCEDURE

Policy 5.08 requires that all offenders shall be given every opportunity to voice complaints about matters which affect their daily lives. Offenders shall have the right to file complaints or grievance free of any fear of reprisal. All grievances shall be processed in a fair and timely manner, and every effort shall be made to settle grievances at the lowest level in the grievance process.

( ) I have had the above read/explained to me and have been given a copy of this document to keep.

_____
Client

_____
Witness

_____
Date

Form 502.20A

TENNESSEE COMMUNITY CORRECTIONS MONTHLY OFFENDER MONITORING FORM
COMMUNITY ALTERNATIVES TO PRISON PROGRAM

CLIENT:_____MONTH/YEAR_____

Intake this month? Yes___ No___ Terminated this month? Yes___ No___ Reason_____

Supv Level: S1___ S2____ S3___ Inactive Absconded___ Inactive Incarcerated_____

Intake Date:_____ **Sentence:** _____

Obligations:	Total	Current Month	Total Completed	Balance	Current?
Restitution:	$_____	$_____	$_____	$_____	_____
Community Svc:	_____	_____	_____	_____	_____
Wages Earned:		$_____			
Child Support:		$_____			
Court Cost/Fines:	$_____	$_____	$_____	$_____	_____
Monthly Fee($15):	$_____	$_____	$_____	$_____	_____
Monthly Fee($30):	$_____	$_____	$_____	$_____	_____

Services:

Drug Screens _____ # Positive _____

Admitted to Outpatient treatment this month: _____

Admitted to Inpatient treatment this month: _____

Currently in residential treatment: _____

Day Reporting Center Hours

A/D Group I ____ A/D Group II _____ A/D Group III _____

Educational _____ LRE _____ Vocational _____

Mental Health Group Counseling _____ Individual Counseling _____

Supervision:

Number face to face contacts: _____

Number of home visits made: _____

KNOX COUNTY SHERIFF'S DEPARTMENT

COMMUNITY ALTERNATIVES TO PRISON PROGRAM

TIM HUTCHISON
Sheriff

Date _____

TO: Jim Claibourne
Repeat Offender Unit
800 W. Church Avenue
Knoxville, TN 37915

RE:_____ SOCIAL SECURITY: _____

DOCKETS:_____ TOMIS: _____

DESCRIPTION:

DOB: _____ RACE _____ SEX _____ HEIGHT _____ WEIGHT _____

EYES _____ HAIR _____ SCARS/TATOOS _____

This offender has been placed on the Community Alternatives to Prison Program (CAPP) for the offense of:

_____

_____

_____

convicted in _____ County; sentence expiration date _____;

address _____, _____,
City

_____.
County

CAPP Case Manager is _____

1209 Euclid Avenue
Knoxville, TN 37921 6732

Yours very truly,

Linda P. McLaughlin

Linda P. McLaughlin
Program Manager

CC: Case File

KNOX COUNTY SHERIFF'S DEPARTMENT
COMMUNITY ALTERNATIVES TO PRISON PROGRAM

TIM HUTCHISON
Sheriff

COMMUNITY SERVICE RESTITUTION AGREEMENT

THE UNDERSIGNED PARTICIPANT HAS BEEN ORDERED BY THE JUDICIAL SYSTEM OF THE STATE OF TENNESSEE, TO PARTICIPATE IN COMMUNITY SERVICE AS A CONDITION OF CAPP PARTICIPATION. ANY FAILURE BY THE UNDERSIGNED TO COMPLY WITH THE COURT ORDER WILL RESULT IN IMMEDIATE REVOCATION PROCEEDINGS.

I,_____agree to participate in the CAPP recycling program in order to complete my community service restitution.

I agree to collect aluminum cans , sell and bring receipt and money to the CAPP office. I will receive two (2) hours per pound of cans sold.

I agree to earn a minimum of eight (8) hours credit each month.

I AGREE TO ABIDE BY THE ABOVE RULES AND UNDERSTAND THE CONSEQUENCES IF I SHOULD NOT COMPLY. THE ABOVE HAS BEEN ADEQUATELY EXPLAINED TO ME.

_____
Client

_____
Date

_____
Witness

1209 Euclid Avenue • Knoxville, TN 37921-6732 • 615-594-1138 • Fax: 615-594-1139

Appendix C

CAPP Conditions

CONDITIONS OF CAPP

_X_ 1. The offender shall obey the laws of the United States or any state in which he/she may be, as well as any municipal ordinances.

_X_ 2. The offender shall not frequent bars or taverns, nor posses or use alcoholic beverages or controlled substance drugs unless prescribed by a licensed physician.

_X_ 3. The offender shall make a full and truthful report, reporting arrests including traffic citations, regardless of disposition, to the CAPP staff.

_X_ 4. The offender shall not fraternize with any person who has a criminal reputation or is a user, dealer or trafficker in illegal controlled substance.

_X_ 5. The offender shall not possess or own a firearm or weapon of any kind.

_X_ 6. The offender shall work at a lawful occupation and support dependents if any, actively seek employment and supply CAPP counselor with verification; or be enrolled full time in the Day Reporting Center of other educational/vocational program.

_X_ 7. The offender shall be in his place of residence by curfew each evening except in case of medical emergency or with prior permission of the CAPP staff.

_X_ 8. The offender shall make regular monthly court cost payments and bring receipt to the CAPP office as verification. Payment arrangements are to be arranged with the Court Clerk.

_X_ 9. The offender shall complete 96 hours of community service work per year. If enrolled in the Day Reporting Center full time, the offender will complete eight (8) hours each Friday until 96 hours are completed. If employed full time, the offender shall complete eight (8) hours community service work per month until 96 hours are complete. Verification must be turned in to the Case Manager monthly.

_X_ 10. The offender shall pay $60.00 per year Community Corrections fees; first year due upon placement on CAPP.

_X_ 11. The offender shall pay victim restitution if applicable.

_X_ 12. The offender may be given verbal permission by Program Manager or Assistant Program Manager in an emergency, or in employment situations affecting his livelihood, to travel out of the county (in state).

_X_ 13. The offender shall obtain written permission from CAPP before setting a date for marriage or contracting any major debts.

_X_ 14. The offender shall participate in all Day Reporting Center activities recommended as follows:

_____

Judge, Criminal Court Division ___

Appendix D

CAPP Vocational Objectives

Vocational Maturity: Processes & Events

Performance Objective # 1 - Recognize without change vocational growth or progress is not possible and that readiness and a strong desire to change are necessary adjuncts

Performance Objective # 2 - Develop an awareness of the role of candor as a necessary ethic in the working world, and especially during the employment interview.

Performance Objective # 3 - Identify and name the nine realities of job/career development.

Performance Objective # 4 - Evaluate and self-assess the four basic worker attributes.

Performance Objective # 5 - Recognize the six basic workplace attributes to "fit" the worker (#4 above).

Performance Objective # 6 - Focus on short and long term job clusters to meet immediate and future needs.

Performance Objective # 7 - Identify ways to complete and conduct a successful job search.

Performance Objective # 8 - How to correctly complete employment application forms.

Performance Objective # 9 - How to appropriately conduct yourself during an employment interview.

Performance Objective # 10 - Coping skills for dealing with rejection.

Performance Objective # 12 - Develop an awareness of the workforce of the future (*Workforce 2005*).

Performance Objective # 13 - Identify and recognize the three stages and ten steps to problem solving.

Performance Objective # 14 - Identify and recognize the major sources of stress that sometime leads to violence in the workplace.

Performance Objective # 15 - Identify and recognized the *Seven Habits of Highly Effective People* and how to move from dependent to independent living ("Independence," and *The Private Victory*, # 11 on Mental Health Needs Assessment form).

Performance Objective # 16 - Describe and analyze the formula "*Attitude + Aptitude = Altitude*" in job/career development.

Performance Objective # 17 - Enumerate the process of *systems thinking* in job-career development.

Performance Objective # 18 - How to develop, implement, and track an *Individualized Written Vocational Plan* (IWVP).

Alternative Objectives

Performance Objective # 19 - The Installation of Hope: Another necessary adjunct to vocational maturity.

NOTE: Organize transparencies and personal notes for lecture/discussion for more efficient delivery of objectives.

KL
9/30/96

C:\VOCAOBJS.WPS

Vocational Maturity: Processes and Events

Vocational Task

Objective	Assessment	Placement	Transition	Development
# 1 - CHANGE: No Growth or progress Without It!	X	X	X	X
# 2 - Candor: To Tell the Truth or Not	X	X	X	X
# 3 - The Nine Realities of Job/Career Development	X	X	X	X
# 4 - The Four Worker Attributes *	X	X	X	X
# 5 - The Six Workplace Attributes **	X	X	X	X
# 6 - The Job Focus		X	X	X
# 7 - The Job Search		X	X	X
# 8 - The Application		X	X	X
# 9 - The Interview		X	X	X
# 10 - Overcoming Rejection		X	X	X
# 11 - Seven Steps	X		X	X
# 12 - Workforce 2005				X
# 13 - Problem Solving	X			X
# 14 - Stress & Violence In The Workplace				X
# 15 - 'Seven Habits of Highly Effective People' (video)	X		X	X
# 16 - 'Attitude + Aptitude = Altitude'		X	X	X
# 17 - How To Think: A Systems Approach to Vocational/ Career Development				X
# 18 - An Individualized Written Vocational Plan (IWVP)				X

KL
9/30/96

* knowing self
** knowing the job/career

Appendix E

LRE Outline

Sentencing and Corrections.
Group Activity: What is the Right Sentence for that Crime?

Lesson 8 — Review: Terms and Process.
Movie: My Cousin Vinnie.

Lesson 9 — Individual Rights.
Overview of the Bill of Rights and First Amendment.
Freedom of Speech, Press, Association, and Assembly.
Discussion of Radio/TV and Newsprint Violations.
Homework: Bring to Class a Newspaper Article You Think Violates Someone's Rights. Be prepared to discuss why?

February 20 — Homework: Has Sue broken any laws?

Lesson 10 — Individual Rights. cont'd.
Freedom of Religion. The Right to Privacy.
Due Process.
Group Activity: Are there Any Limits on these Rights?
Homework: What is Discrimination? Be prepared to discuss a time when you were discriminated against. How did it make you feel?

Lesson 11 — Civil Rights Law.
Three Tests of Discrimination.
Group Activity: What Civil Rights Law Apply?
Homework: How did the Weber Case Make You Feel?
Be prepared to discuss it.

Lesson 12 — Family Law.
Changes in the Family.
Marriage. Spouse Abuse.
Palimony and Paternity.
Family Planning and Abortion.
Parental Responsibility.
Child Abuse and Neglect.
Foster Care and Adoption.
Group Activity: Family Dispute Game.
Homework: Make a List of Words which Describe a Family.

March 20 — Homework: Make a List of what things Must You Consider When You Are Getting a Divorce? Be prepared to discuss these in class.

Lesson 13 — Family Law. cont'd.
Marriage Problems/Separation.
Divorce. Child Custody.
Alimony, Division of Property, Child Support.
Government Support.
Death and Wills.
Group Activity: What Referral Do We Make?
Homework: Bring in a Newspaper Article which Discusses Any of

LAW RELATED EDUCATION (LRE)
CLASS SCHEDULE

Lesson 1 — Overview of Class.
Introduction to Law and the Legal System
Make a list of all your daily activities. Is there a law that affects this activity.
Who makes laws. Which are federal, state or local?
Legal and Moral Issues.
Effect of the laws on the judicial proceedings.
Group Activity: The Case of the Shipwrecked Sailors.
Homework: Write a letter about a problem that concerns you.

Lesson 2 — Criminal and Civil Process.
Negotiation and mediation.
Settling Out of Court.
Be prepared to discuss Problems 8 and 9.
Homework: If you were Ken, what would you want.
Group Activity: Let's Mediate.

Lesson 3 — Criminal and Civil Process.
Movie: "Dog Day Afternoon"

Lesson 4 — The Adversary System.
December 12
When is an attorney required.
Group Activity: Attorney-Client interview.
Homework: When is an attorney needed? Why?
Read the Car Crash Case.

Homework: Rank the Seriousness of the Crimes.
Homework: Make a list of what happens after Arrest and Before Trial.
Be prepared to discuss your list.

Lesson 5 — Criminal and Juvenile Justice.
Overview of Different Crimes.
Group Activity: Name that Crime.
Homework: Make a List of the Crimes You Can Find in the Newspaper.

Homework: Make a List of what Happens at Trial.
Be prepared to discuss your list.

Lesson 6 — The Criminal Justice Process.
Pretrial Proceedings.
Group Activity: The Case of Miranda v. Arizona.
Homework: What is a Hearing?

Lesson 7 — Trial Process.
Steps in a Trial. Handout.
Possible Defenses in a Trial. Handout.

the Above Topics. Be prepared to discuss your article.

Lesson 14 — Housing Law

Choosing a Place to Live.
Renting a Home.
Buying a Home.
Group Activity: Landlord Landlord Game.
Homework: Make a List of the Things You Would Consider When Moving into a House or an Apartment. Be prepared to discuss your List.

Lesson 15 — Housing Law. cont'd.

Housing discrimination.
Rights and Duties of Tenants and Landlords.
Group Activity: What Should the Walker's Do?
Homework: Make of List of Legal Actions You Can Take Against a Landlord?

Lesson 16 — Consumer Law.

How Laws Protect Consumers.
What to do Before and After Buying.
Consumer Protection Agencies.
Preparing for Sessions Court.
Deceptive Sales Practices.
Unsafe or Dangerous Products.
Group Activity: Reading Between the Lines Game. Salesmanship.
Homework: How Do You Keep from being Taken?

Lesson 17 — Consumer Law. cont'd.

Contracts and Warranties.
Buying a Car.
Credit.
Default and Collection Procedures.
Group Activity: The Case of the Used Car Purchase.
Homework: Bring to class a Sales Contract Where You Purchased Something. Was there a Warranty? Could You Return It if You were not Satisfied?
Select a Case for Trial to be done next week. Everybody gets a part.

Lesson 17 — Mock Trial - Class choice. Will videotape.

! Graduation !

Appendix F

Definitions and Basic Terms

Definitions and Basic Terms

CAPP - Community Alternatives to Prison Program: A Knox County Program used as an alternative to prison confinement for selected felons.

GED - General Equivalency Diploma

ISP - Intensive Supervision Program - This can describe programs which either use electronic monitoring or do not, in addition to increased contact with parole/probation officers.

NIJ - National Institute of Justice

MMPI - Minnesota Multiphasal Personality Inventory

Recidivism - "A tendency to relapse into a previous condition or mode of behavior; esp: relapse into criminal behavior" (Merriam-Webster, 1993). Rate of recidivism is calculated by the number of offenders who have been rearrested within two-years of successful completion of the CAPP program divided by the total number of offenders who have successfully completed the CAPP program.

SASSI - Substance Abuse Subtle Screening Inventory

TDOC - Tennessee Department of Corrections

TOMIS - Tennessee Offender Management Information System - The program currently in use in Tennessee to track offenders through the corrections system.

VITA

Elizabeth Lynne Howard was born in Haywood County, North Carolina on April 29, 1961. She attended public schools in Canton, North Carolina where she graduated from Pisgah High School in May 1979. She entered Western Carolina University during August, 1979 where in December, 1982 she received the Bachelor of Science in Business Administration. After working for eleven years, she entered the Master's program in Community Agency Counseling at The University of Tennessee, Knoxville in August of 1993, officially receiving the Master's degree in August, 1997.

Her work experience includes employment with the Community Alternatives to Prison Program as a counselor. During her master's program, she worked as a graduate assistant in the Instructional Services Center. After graduation Ms. Howard will continue work toward her doctorate degree in Counseling Psychology.