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PRESENTATION ON THE NEW JERSEY
INTENSIVE SUPERVISION PROGRAM
BEFORE THE UNITED STATES
SENTENCING COMMISSION

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TABLE OF CONTENTS

A. Introduction	1
B. Overview	1
C. History	2
D. Philosophy	4
E. Process	5
F. Goals and Objectives	7
G. Programmatic Aspects	8
H. Summary Results	12
I. Conclusion	14

APPENDICES

- Appendix A - Sample ISP Assessment Report
- Appendix B - Electronic Surveillance Experiment
- Appendix C - Media Series
- Appendix D - ISP Special Recognition Reports

A. Introduction

The search for intermediate sanctions, less than incarceration but more than traditional probation, that combine appropriate elements of punishment, retribution, control and rehabilitation has been spurred over the past decade by prison crowding and attendant construction and maintenance costs. In 1979, New Jersey passed a new Code of Criminal Justice which provided for increased terms of incarceration, a presumption of imprisonment for selected offenders, and periods of mandatory parole ineligibility at the discretion of the sentencing judge. Both prison and jail capacity figures began reflecting the increased number of inmates. Notwithstanding the construction of new prison space and the leasing of the Fort Dix stockade, the numbers of prisoners rose during the last seven years to approximately 135% of capacity.

Meanwhile, under the leadership of the new Chief Justice of the New Jersey Supreme Court, a major year long effort to redirect probation began. This Judicial Conference on Probation was assisted by an advisory group of citizens in each of our judicial districts. One component of this undertaking was directed at developing an intermediate punishment sanction for selected non-violent offenders --- the Intensive Supervision Program. ISP was immediately supported by the Governor and the Legislature as a part of the statewide program to assist in alleviating prison crowding.

The pages that follow describe the program that has operated since June 1983. ISP has been subject to an NIJ-funded evaluation by the Institute of Criminological Research at Rutgers University. Their final report is expected in January 1987.

B. Overview

The Intensive Supervision Program, a program of conditional release from custody for a select group of prison inmates, was designed in response to the prison overcrowding crisis. It is based on the premise that there presently are a limited number of incarcerated individuals who, if given a highly structured environment, can be released to the community with minimal risk to the public.

The program requires that each released inmate make a significant personal investment in the program. Superficial compliance with externally imposed conditions is not sufficient. Applicants must dedicate themselves to earning the privilege of entering and remaining in the program by continuous adherence to a series of short-term goals and

conformance with the responsibilities which society imposes, such as employment and support of one's dependents.

As developed, the program is open to male and female inmates serving state prison sentences for non-violent offenses, whose participation in the program will not be repugnant to public sensibilities, and for whom there is a reasonable probability of success. Application for admission to the program can be made only after the individual has served a minimum of 30 days in custody and must be made no later than 60 days after the execution of sentence. To be eligible for the ISP program, an applicant must develop a personal plan which will govern his activities upon release. The plan must include provisions for such diverse activities as living accommodations, meeting financial obligations and such special needs as the applicant and the ISP Screening Board have determined are appropriate, for example, drug counselling, vocational education or restitution. The plan must include a series of realistic and relevant goals against which the viability of the applicant's admission and continuation in the program will be assessed.

Each applicant must obtain a Community Sponsor who will be responsible for the applicant's actions while in the community. Such support will be necessary for the applicant's entry and continuation in the program. The program is demanding. It is intended to be. It is an intermediate form of punishment, less onerous than incarceration but much more restrictive than standard probation supervision. There will be continuous monitoring to ensure that the applicant is meeting goals and that compliance with generally accepted standards of behavior is absolute. Failure will result in immediate reincarceration.

The goal of the program is to identify those inmates who are sincerely motivated to change past anti-social behavior and give them the support necessary to enable them to structure their lives to develop attitudes, habits and skills which will provide them with a reasonable opportunity to avoid further criminal activity.

C. History

A comprehensive plan to improve, update and consolidate probation services and to make them more responsive to current needs was presented at the 1982 Judicial Conference. The plan was the work of representatives of the Judiciary, probation staff, the bar, academicians, social service agency personnel, business leaders and the public.

Among the major conference recommendations was to establish a classification system whereby each case could be

analyzed to determine the appropriate level of supervision.¹ Also recommended was the establishment of a state-level program of intensive supervision for a select group of inmates currently incarcerated in the state correctional system. The Conference developed stringent criteria for admission to the proposed program and developed a meticulous screening procedure so that only appropriate inmates would be accepted and the public would be adequately protected. The Conference suggested a target of 375 to 500 program participants.

Simultaneously with the Probation Conference planning effort, members of the Executive Branch were charged by the Governor with the development of a plan to address the problems resulting from the rapidly burgeoning inmate population in both the state and county correctional systems. Largely as a result of the enactment of the Code of Criminal Justice with its longer sentences, mandatory sentences and parole ineligibility terms, the populations of the state and county facilities have increased dramatically. The state system presently houses 2,000 inmates in excess of its designed capacity, putting it at 130% of capacity. During the first quarter of 1983, the county system has housed, on an average, in excess of 140% of its rated capacity. As a result of litigation, the State Department of Corrections has been ordered to accept state sentenced inmates from several counties by specified dates. Additional litigation is expected to result in more inmates being transferred from county to state facilities.

At the urging of the Administrative Office, the Executive Branch planning group included within its report² the recommendation for an intensive supervision program. It was noted that, in addition to removing up to 500 inmates from the state prison system, such a program would result in substantial savings. The average annual cost to maintain a state prison inmate is \$15,000. Intensive Supervision can be provided at an estimated cost of less than \$6,000 per inmate, including funds for vocational training and other purchases of service programming for participants.

The Legislature concurred in the viability and advantages of the program and it appropriated \$1 million to the Administrative Office of the Courts, effective January 3, 1983, to develop and implement an Intensive Supervision Program.

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- 1 1982 Judicial Conference Planning Committee Final Report at 85.
 - 2 Prison Overcrowding, A Plan of Action, 1982.

To develop the program and guide it after implementation, an ISP Advisory Board was appointed. Chaired by Judge John A. Marzulli, the board is composed of representatives of the bench, the Governor, probation services, Attorney General, Public Advocate, Parole Board, Department of Corrections, prosecutors, public defenders, academicians, public and private employment services, and the public. The advisory board prepared a detailed program plan for the Court's review and approval.

D. Philosophy

The Intensive Supervision Program is an intermediate form of punishment. Available only after an inmate has served 60 days of actual incarceration, the program offers a choice to a select group of inmates: prison or return to society in a tightly monitored and structured setting. It is a realistic and unique form of punishment, designed around a concept of social control within the community. It offers program participants an opportunity to learn the attitudes, habits and skills which will provide them with a reasonable opportunity to avoid further criminal activity and to earn their freedom by continuously demonstrating over time a successful adjustment to acceptable community standards and mores.

The program emphasizes self-motivation. To succeed, each program participant must make a significant personal investment. He must want to change his behavior and he must believe that he can. Superficial compliance with a set of externally imposed conditions will not be sufficient to earn the inmate entry to the program and most certainly will not sustain him to completion. There must be a genuine and continuing desire to succeed. In short, an inmate who wishes to participate in ISP must "buy into" the program by involving himself in it.

It is recognized that this will not be an easy task for most inmates. Inmates applying for the program will have to develop personal plans against which their behavior will be assessed. These plans must establish a series of short-term goals governing the fundamental aspects of their lives. Provisions must be made for such items as living arrangements, employment, meeting financial obligations (including restitution) and, where appropriate, special counselling, educational and treatment needs. Program applicants also must commit to full cooperation with program staff and performing community service.

It is critical that the inmate develop the goals. Their development will be the first indication of motivation and determination to succeed since the development of acceptable goals will involve a critical self-evaluation. It is

important that these goals be realistic and that compliance with them be measurable. Achievement of them will indicate a continuing adjustment to acceptable societal behavior. The goals must also be progressive. Because the program demands strong psychological and behavioral commitment, realization of progressive goals will provide important reinforcement and will strengthen the inmate's determination to succeed.

It is recognized that to succeed, inmates will need a great deal of support, particularly during the initial stages. An important premise of the program is that when support is provided by defense counsel, friends of the family, and ISP staff in appropriate measure, success can be achieved. The applicant's plan, therefore, must identify a Community Sponsor. This individual will be responsible for the applicant's behavior while on release. The sponsor will also assist the applicant in completing the plan.

A program plan also must identify those in the community who will assist the applicant in meeting obligations under the plan. These individuals, referred to as the "Network Team", will have a crucial role in the program. They must assess the applicant's understanding of social and legal problems and then identify the ways in which they can guide and assist the applicant in identifying additional goals and in meeting them. After the Network Team has developed its involvement in the plan, the Community Sponsor must explain it to the applicant and assure appropriate understanding of the responsibilities in the plan.

Both the Network Team and the Community Sponsor will be in close contact with the applicant throughout the program to provide assistance.

ISP staff will help the inmate meet obligations. Although contact will, of necessity, be frequent to monitor carefully the applicant's behavior, the intent will not be to "find" violations. Program emphasis is on success, not failure. Monitoring is to provide positive reinforcement.

E. Process

The program has been designed to include successive phases through which a program participant must pass. During each phase, there must be a continuing dedication and ability to live within the program requirements.

To be considered for entry to ISP, an inmate must have been convicted of a non-violent offense and must not have received a parole ineligibility term. Application may be submitted until after 60 days of incarceration. Thus, each applicant will have experienced some period of confinement

and will have experienced the deterrent benefit which springs therefrom.³

The application form is simple so as not to preclude a lesser educated inmate from applying for the program. It contains a brief description of the program and requires the inmate to complete some personal and criminal history identification information. Importantly, the inmate must identify a Community Sponsor and Network Team at this stage.

An ISP officer will be assigned to interview the applicant at the institution to help the inmate prepare the proposed plan. Simultaneously, ISP staff will compile information concerning the applicant, including his presentence report and judgement of conviction. Statements from the sentencing judge, prosecutor and victim/complainant will be elicited. ISP staff will interview those identified by the applicant as the Community Sponsor and the Network Team. Their responsibilities will be reviewed with them and their suitability, willingness and ability to participate will be assessed.

All of the information compiled will then be submitted to an ISP Screening Board. This board, composed of a representative of the Department of Corrections, the Director of ISP and a public member appointed by the Chief Justice, will review the material and interview the applicant to determine sincerity, motivation and ability to meet the obligations set forth in the plan. The Board will assess the reasonable probability of successful program completion and will consider community expectations and reactions in determining the cases to recommend for entry into ISP.

If the applicant is deemed eligible for the program, the application will be forwarded to a three judge Resentencing Panel. The Panel will review the application for resentencing to determine if the applicant is eligible for entry into ISP. If the Panel determines that the applicant is eligible, it will grant the application for resentencing and adjourn the hearing for 90 days, place the applicant on recognizance to the Community Sponsor and require adherence to the

3 The 1982 Judicial Conference on Probation considered developing ISP as a sentencing alternative to incarceration. This concept was rejected in favor of resentencing so that all ISP participants would be recognized as individuals removed from costly confinement and would have experienced the reality of incarceration.

applicant's plan and conditions of ISP. During this trial period, behavior will be closely monitored.

At the conclusion of this period, the participant may reapply to the Panel for another 90 day release period. The Panel will assess the applicant's continuing motivation and commitment. If the Panel members conclude that the participant remains dedicated to the goals, they will continue the release pending resentencing for a second 90 day period. Successful completion of this period will trigger a resentencing hearing at which the applicant will be resentenced pursuant to R. 3:21-10(b) to the original term of incarceration less the time served. Sentence will be suspended in accordance with N.J.S.A. 2C:45-1 et seq., subject to the program participant's continuing compliance with the plan and conditions of ISP. The maximum period of suspension will be the maximum term which was initially imposed or 5 years whichever is less, minus time served. There will be periodic continuation hearings to assess compliance throughout the period of release. Failure to continue to aggressively fulfill the plan's obligations will result in a referral back to the Resentencing Panel for a violation hearing and possible reincarceration.

All ISP participants must successfully complete a minimum of one year of intensive supervision. Thereafter, they may be transferred from intensive supervision to regular probation supervision or be discharged entirely, at the discretion of the Resentencing Panel.

F. Goals and Objectives

1. Goals

- a. To reduce the number of offenders serving state prison sentences by permitting them to be re-sentenced to an intermediate form of punishment: Intensive Supervision;
- b. To improve utilization of correctional resources by making available additional bed spaces for violent criminals; and,
- c. To test whether correctional supervision of selected offenders in the community can be less costly and more effective than traditional prison sentences.

2. Objectives

- a. To select and place under community supervision inmates sentenced to the state prison and to maintain a running average program case load of 375 to 500 individuals;
- b. To reduce the cost of correctional supervision for each program participant;
- c. To identify and select offenders who can offer a personalized plan, approved by the screening board, that meets the following criteria:
 1. minimal risk to the community; and
 2. opportunity for benefit from supervision offered by the program.
- d. To actively monitor and enforce each participant's ISP plan with the understanding that there will be immediate return to institutional commitment for those individuals who fail to show they have performed as promised under the plan;
- e. To establish specific supervision objectives and assist participants to meet them;
- f. To maintain intensive contact with participants according to program policy;
- g. To respond appropriately and effectively to all emergency or chronic needs; and,
- h. To determine the percentage of successful completions of intensive supervision.

G. Programmatic Aspects

1. Supervision Standards

The minimum standards for participants in the intensive supervision program shall include the following:

- a. Strict adherence to the participant's plan and conditions as approved by the ISP officer;
- b. At least 16 hours of community service per month, if such opportunities are available. The ISP officer will schedule participants to perform group community service on weekends where appropriate. Alternatives and modifications of this requirement may be arranged upon approval of the

regional supervisor;

- c. Multiple weekly contact with the ISP officer and contact with the community sponsor;
- d. Development of a weekly plan and the maintenance of a daily diary showing activities and accomplishments each day;
- e. Police contact and/or arrests must be communicated immediately by the participant to the ISP officer;
- f. Participant will present all pay stubs to ISP officer as verification of employment;
- g. Each participant will be required to participate in weekend evening group counselling/activities scheduled by the ISP officer;
- h. Each participant will maintain employment or be enrolled in vocational training or counselling. Failing to maintain this standard without good cause after the first review period will result in a return to prison;
- i. Each participant may be required from time to time to participate in treatment programs designated by the ISP officer. These treatment programs include: psychological evaluations; drug evaluations; urine monitoring; drug counselling; alcohol counselling; educational counselling; family counselling, vocational counselling; financial counselling; emotional/psychological counselling or any other treatment program deemed necessary; and
- j. Such other standards that may from time to time be approved by the Supreme Court or Administrative Director of the Courts.

2. Field Staff Standards

The following are minimum standards for the staff of the intensive supervision program.

- a. Each ISP officer will be available on a 24 hour basis to the participants by telephone and paging service;
- b. Each ISP officer will complete a risk assessment,

needs assessment, classification, objectives based case plan and a client management classification on each case;

- c. Each ISP officer will write summaries as needed as part of the review process on each case and share that report with participants so that the next plan can be prepared;
- d. Each ISP officer will do risk and need classification and objectives based case plans as needed;
- e. ISP officers must initially establish contact with the chief of police in the town in which the participant will live during the ISP period. This is done so as to inform the police of the participant's release and to develop an ongoing relationship among local law enforcement officials, the program and community sponsors. Follow-up contact should be maintained with other members of the local police as needed; and
- f. Each regional supervisor will be actively involved in aiding the field officers by attending group community service work sites and Saturday evening group activities, holding meetings with community sponsors and network teams, and being available 24 hours for emergent matters.

3. Home Detention

The ISP officer may, with the approval of the regional supervisor, restrict the ISP participant's movement in the community by invoking a period of home detention not to exceed a period of 48 hours. There may be times during the period of supervision that will warrant the limited movement of the participant, e.g., the inability to obtain emergency community treatment resources, the development of a crisis situation having the potential for personal harm to the community or client, etc. Several actions of this type may require complete review of the participant's status in the program by the Resentencing Panel.

In every instance that an ISP officer invokes home detention, a report must be filed with the program director outlining the reasons for the restrictive action.

4. Counselling

As previously stated in the Supervision Standards section, each participant shall be required to participate in counselling as counselling is a cornerstone of the program. In this regard ISP staff will make use of the latest case

processing technology that identifies specific participant needs. Once needs are identified, staff will aid participants in arranging for appropriate counselling services. These counselling services may be part of the participant's plan or may be identified after the participant's release into intensive supervision. These needs assessments and referrals to counselling will be an ongoing process for all ISP participants. The program has been structured so as to provide significant resources for the purchase of professional services.

5. Family Involvement

Family members will be involved in the intensive supervision program in a number of ways. They may serve as Community Sponsors and/or as part of the Network Team. They may be involved in family counselling or therapy as identified through the participant's plan or through needs assessments conducted by ISP staff.

Family member involvement is structured so as to have each ISP participant assume his/her responsibility to the family. It is also structured to ameliorate family problems so as to provide additional support and meaning to the participant's release under intensive supervision.

6. Curfew

Each ISP participant will be required to be in residence every evening from 10:00 p.m. to 6:00 a.m. Compliance will be monitored randomly twice per month by the ISP officer. The curfew requirement may be relaxed at the discretion of the ISP officer (see appendix on electronic surveillance).

7. Violations

Violations of any of the intensive supervision conditions will result in the processing of a Violation of Intensive Supervision before the Resentencing Panel. Violations will conform to N.J.S.A. 2C:45-(3), (4) and must be approved by the regional supervisor with a copy being forwarded to the director of the program. The Resentencing Panel shall hold a hearing to consider why the participant should not be returned to prison to serve the custodial sentence.

8. Warrants

An expressed term of the resentence is that the defendant/prisoner shall be on bench warrant status during the suspended period and while released to and under the supervision of the ISP. In the event the defendant/prisoner is charged with a violation of any condition of the

suspension, and upon any verbal approval granted by an judge authorized to issue bench warrants, the defendant/prisoner shall be immediately apprehended and detained to await return to the institution to which the defendant/prisoner was committed at the time of the imposition of this resentence. This order shall serve as authority for all law enforcement officers authorized to arrest pursuant to a bench warrant to apprehend the defendant/prisoner in accordance with the terms of this order.

9. Terminations

Participants will not be eligible for early termination until they have served at least one year of intensive supervision. All requests for early termination must be approved by the director of ISP prior to being submitted to the Resentencing Panel.

The process for filing an early termination with the Resentencing Panel requires the ISP officer to make a recommendation to the regional supervisor who forwards the request to the director of ISP who forwards it on to the Resentencing Panel. The guiding criteria for early termination is that maximum benefit has been obtained from the program by the participant. Other criteria for early discharge include maintenance of full-time employment, successful completion of the plan and community service, no new arrests, fulfillment of any special conditions, and full payment of fines and restitution.

If the Resentencing Panel discharges the participant from the ISP program but orders regular probation supervision, that term will be supervised by the county probation department having jurisdiction. All applicable case materials will be made available to the county probation departments.

H. Summary Results

The Intensive Supervision Program has been operational (accepting participants) since September 1983. Monthly reports on program process are prepared by the Research and Evaluation Section. The following summary of results cover September 1983 through June 13, 1986, a thirty-three month period.

1. Caseload

Between September 1983 and June 13, 1986, 4349 prisoners have applied for admission to ISP. Of those applicants, 691 or 16% were selected for the program. Currently, ISP has 374 participants under supervision. A

total of 150 participants have graduated from the program having fulfilled all program requirements.

2. Programmatic Aspects

ISP requires a minimum of twenty monthly contacts per participant with an ISP officer. The actual number of monthly ISP officer contacts currently averages approximately 27. Additional collateral contacts occur with community sponsors and network teams. Counselling contacts are also required for many participants; these can include meetings with Narcotics Anonymous, Alcoholics Anonymous, private psychological counselling and group counselling sessions.

ISP participants are required, as a condition of their participation, to maintain full-time employment. Participants who are newly released into the program have only thirty days in which to obtain such employment. As a result, at any given time, at least 94% of all active ISP participants are employed. Total earnings for all participants is in excess of \$4 million to date. Participant salaries average \$10,500 when annualized.

ISP program participants have made substantial financial contributions to society. Since September 1983 participants have paid a total of \$600,000 in federal taxes and \$125,000 in New Jersey state taxes. In addition, payments for restitution, child support and fines have amounted to \$275,000. Participants must also contribute to the cost of their supervision in the program. As of mid-June 1986 a total of \$18,000 has been collected for this purpose.

ISP participants must complete at least 16 hours of community service per month. Additional hours of service are required during periods of unemployment or if punitive sanctions are warranted. By June 13, 1986, participants had completed more than 70,000 hours of community service. Most community service is performed at weekend group community service sites operated and supervised by ISP. Present site work includes restoration of a historic building, work on a farm operated by the Department of Corrections, restoration of a building for use as an inner city school, and repair of a camp for underprivileged children.

ISP participants are subject to a 10 p.m. - 6 a.m. curfew. More stringent curfews are applied during periods of unemployment or as punishment for minor rule infractions. Curfews are monitored in-person (by ISP officers), by telephone and through the limited use of electronic surveillance equipment (see appendix).

Eighty-five percent of all participants are subjected to routine urine monitoring (two or three times per week) for detection of drug use including marijuana and alcohol use.

3. Outcome

As of June 13, 1986, 691 participants have been released into the program. Of these 150 participants or 22%, have graduated, 374, or 54% are active and 6, or 1%, have had other reasons for terminating the program. ISP has returned 161 participants, 23% of the total enrollment, to the State Prison System: 3% for indictable offenses and 20% for technical program violations and/or disorderly persons offenses.

I. Conclusion

In the fall of 1982, the National Institute of Justice provided funding for an independent evaluation of the New Jersey Intensive Supervision Program by the Institute for Criminological Research. ISP staff have worked closely with Institute researchers to provide information necessary for a comprehensive evaluation. Until that work is completed, the ISP project is still considered experimental.

The results cited earlier in this report, however, were viewed by judicial administrators as evidence of early success. During the noted time period, 691 inmates were released from state prisons and entered into the program. Only 23% were returned, with merely 3% having been arrested for indictable offenses. While average costs do not portray the complete picture, there was a savings in excess of \$10,000 on each participant. More importantly, the current average caseload of the program at over 375 participants is equal to the size of a medium institution. Depending upon security needs, the cost per bed in building a facility to house these inmates would have averaged between \$20,000 and \$100,000 each, with annual costs of \$18,000 for operation. Also, these figures do not include the bonding costs.

In 1985, the Essex County Administrator reviewed ISP's achievements and suggested that a similar program be considered for development at the county level for jail inmates. The Essex County Probation Department, under the leadership of Chief Probation Officer Nicholas Fiore, undertook such an assignment. With the assistance of a local advisory committee, ECLIPSE (Essex County Local Intensive Probation Supervision Effort) was designed to handle approximately 30 jail cases. The Supreme Court approved the project in the fall of 1985 and the first cases entered in December of that year. By June 1986, 32 participants had been accepted into ECLIPSE with only 3 cases returned to county jail.

During the early months of 1986, the New Jersey Bureau of Parole reviewed the accomplishments of ISP. Shortly, thereafter, staff developed a similar project entitled the Intensive Supervision and Surveillance Program (ISSP) for implementation. ISSP will commence within the parole operation this fall.

New Jersey's ISP has been the subject of national interest. More than forty states and three foreign jurisdictions have requested information on the program; and ten states have sent representatives to visit with us and briefly "live" with ISP. Local newspapers (see appendix) have reviewed ISP intensively and national magazines have also found it of interest. New Jersey's ISP and other programs of similar design are innovations of the 1980's and command public and professional interest.

There are numerous reasons accounting for the widespread popularity and development of intensive supervision programs across the country. Clearly, pandemic crowding of institutions is one. Another is presented by budget limitations in many state departments of correction. Perhaps a third is a return to the original principles of probation (small caseloads and intimate contact, community involvement, and an emphasis on appropriate patterns of behavior) in today's more conservative environment. No doubt, all of these reasons and others have their share of responsibility; yet, we suspect another. Intensive supervision as a concept is extremely flexible. In fact, the programs that have developed differ from jurisdiction to jurisdiction. In New York and Texas ISP is a probation function and an initial sentencing decision. New Jersey's ISP is a separate entity within the Administrative Office of the Courts and a resentencing decision. The new ISSP in New Jersey is a parole program. Georgia's ISP require daily supervision contacts; while Texas requires only greater contacts than the normal caseload. This list could well go on for pages. Intensive supervision is simply a concept that can be molded to fit the circumstances that a jurisdiction requires. With the new guidelines being developed by the United States Sentencing Commission, there is little doubt that a Federal Probation ISP could be developed and implemented as a critical component of the correctional system.

Appendix A - D

on file in my office if
anyone is interested.

Thank you,
Cathy C.